

**INDIAN INSTITUTE OF PUBLIC ADMINISTRATION**

# **Integrated Rural Development**

**SOME ADMINISTRATIVE PROBLEMS  
AND SUGGESTED SOLUTIONS**

**(Proceedings of the Regional Seminar held at  
Trivandrum from February 22 to 24, 1977)**

**KERALA REGIONAL BRANCH. TRIVANDRUM**

**1977**

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# Foreword

It is my privilege to present to administrators and students of Public Administration, the result of the deliberations at the Inter Branch Seminar on 'Integrated Rural Development—Some Administrative Problems and Suggested Solutions' held at Trivandrum on the 22nd, 23rd and 24th of February 1977 under the auspices of the Kerala Regional Branch of the Indian Institute of Public Administration. This is the first time after 1971 the Kerala Branch has been able to arrange an Inter Branch Seminar. A significant feature of this Seminar was that it was held in collaboration with the Forum for Administrative Reforms, a non-official body constituted to focus public attention on administrative problems and processes. The topic of the Seminar generated a lot of interest and enthusiasm and the discussions generally maintained a very high standard.

The Kerala Regional Branch is coming out for the first time with a publication of this nature, presenting in one volume, the papers presented at the Seminar, its proceedings and Reports of Groups. The members of the Committee who were responsible for the conduct of the Seminar deserve to be congratulated for having brought out a publication like this. I hope this will serve not only as a record of the Seminar but will also inspire administrators and students of public administration into developing their thoughts on Integrated Rural Development.

Sd/-

G. Bhaskaran Nair  
Chief Secretary to Government &  
Chairman, Indian Institute of  
Public Administration  
Kerala Regional Branch

Trivandrum  
5th August, 1977





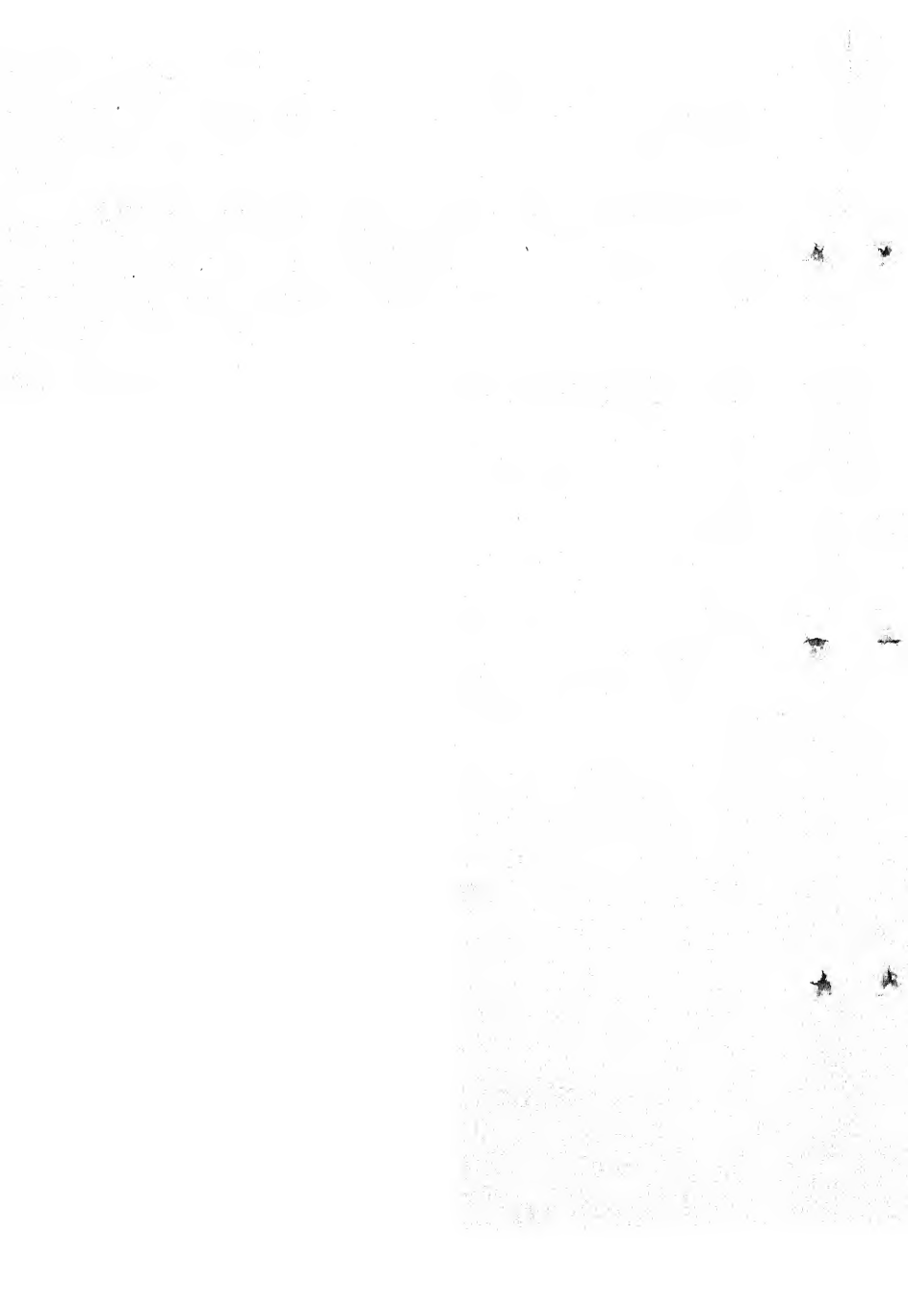
**Proceedings of the Regional Seminar of IIPA,  
Kerala  
on**

**INTEGRATED RURAL DEVELOPMENT-**

**Some Administrative Problems  
and Suggested Solutions**

**PART I**

**INAUGURAL SESSION**



## **WELCOME SPEECH BY**

**Shri. G. Bhaskaran Nair**

**Chief Secretary to Government of Kerala**

It is with great pleasure that I welcome you all to this Inter-branch Seminar of the Trivandrum Regional Branch of IIPA. During the last one year we conducted two Seminars on topics in public administration in collaboration with the Forum for Administrative Reforms but this is the first time during the last few years—say after 1971—that we have been able to arrange an Inter-Branch Seminar. We have chosen a subject of utmost topical interest viz. 'Integrated Rural Development-Some Administrative Problems and Suggested Solutions'. We are glad that our proposal to conduct the Seminar had good response and that in addition to the members of the local branches of IIPA we have distinguished delegates from Karnataka and Tamil Nadu also. The Pondicherry branch had also agreed to participate but had to drop out at the last moment due to unavoidable circumstances. The Director of the IIPA has himself come over here. I also find that a considerable number of persons interested in the topic have come forward to register themselves as delegates to participate in the Seminar.

It will not be inappropriate at this juncture to mention a few words about ourselves. As you all know the IIPA was established in New Delhi in 1954 with the main aim of not only to stimulate a proper study of public administration and its fields and train directly a number of persons in the discipline, art and practice of administration, but also to act as a catalyst in various fields of administration in the country. A Regional Branch of the Institute was established in Trivandrum sometime in 1955 when Shri. N.E.S. Raghavachari was the Chief Secretary.

During the last two years this branch has as a result of its membership drive, been able to increase its membership tremendously and make the organisation popular among those interested in public administration. In April 1976 a separate local branch has also been organised for the Calicut region where there are about 40 members and action is now in progress for organising another local branch for the Cochin area where also there are about 20 to 30 members. The total membership from Kerala will be about 160. During the last one year we had conducted two Seminars which were attended by a large number of delegates and members. We have undertaken a Research project on 'Public Relations in Administration' under the direction of Dr. V. K. Sukumaran Nayar, Head of Department, Department of Politics, University of Kerala employing two whole-time research workers for collecting data and preparing reports. We are also taking steps to strengthen the activities of the Regional Branch and to set up a library for the use of its members.

The Governor of Kerala who had agreed to inaugurate the Seminar is indisposed and is unable to be present here today. The Chief Minister has therefore agreed to inaugurate the Seminar. He has been our patron and has been evincing keen interest in the working of this organisation. In spite of the fact that he is having a busy time he has agreed to be with us this evening. I have great pleasure to welcome him to our midst.

Shri K. T. Chandy, Vice-Chairman of the Planning Board has agreed to preside over today's function in spite of the very short notice that could be given to him. He had Presided over a session of an earlier seminar also and he needs no introduction to you. I have great pleasure to welcome him also.

Shri R. N. Haldipur, Director, IIPA has come all the way to participate in the Seminar and direct its deliberations. For the keen interest the Director has shown in our

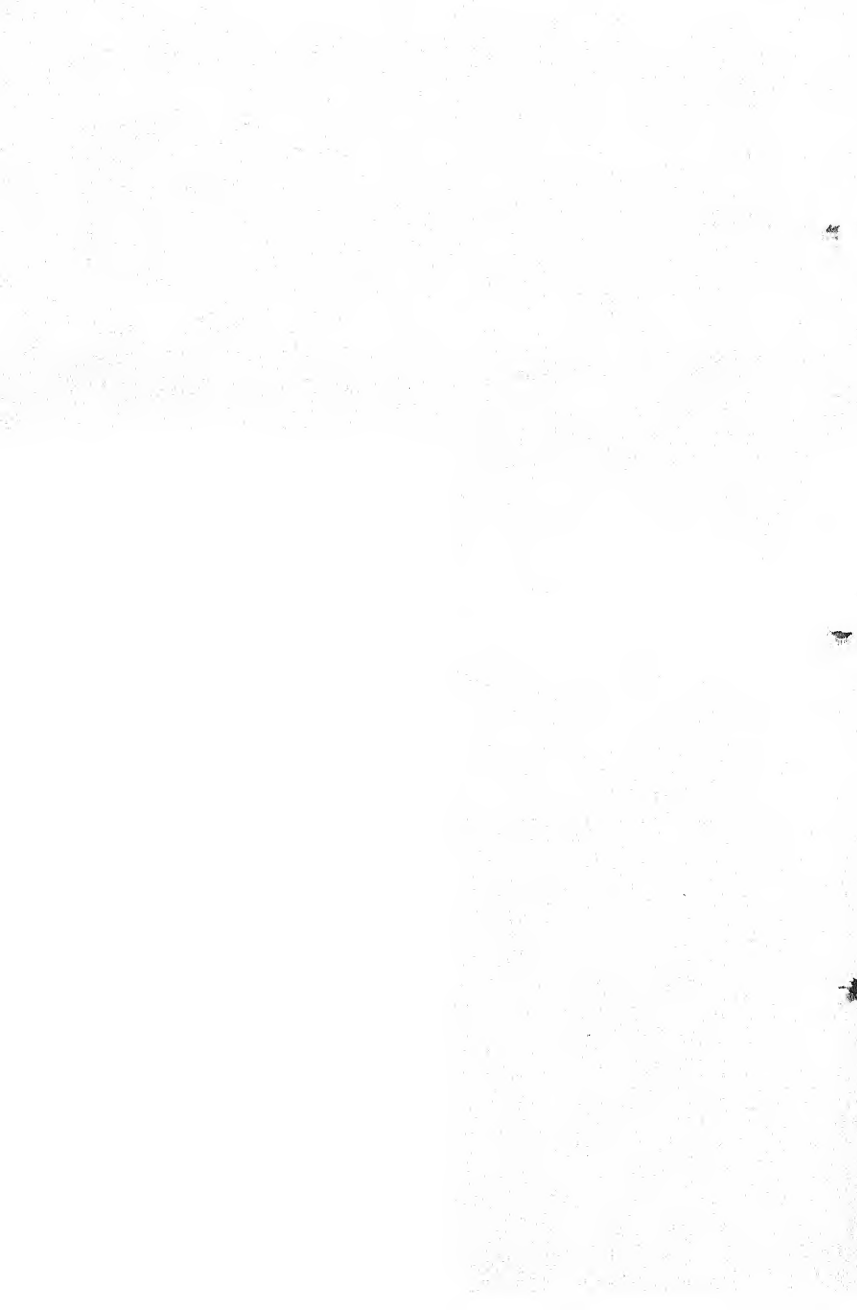
Seminar I am thankful to him and I welcome him to this Seminar.

Then I have to refer to the delegates who are present here. Shri N. E. S. Raghavachari who had been my boss as Adviser to the Governor of Kerala is the distinguished delegate from Tamil Nadu. He is also a member of the Central Executive Committee recently elected to the position. I welcome him also to this Seminar.

Shri Rupla Naik and Shri Balasubramanian, two senior Officers from Karnataka are representing the Karnataka Branch. I have great pleasure to welcome them also.

Shri R.N. Azad, Joint Secretary to the Govt. of India, Dept. of Rural Development and Shri Rangadurai, Secretary, Revenue Dept. of the Pondicherry Govt. had agreed to participate as representatives of the Govt. of India and Pondicherry Branch of the IIPA respectively. Unfortunately, at the last moment, they had to cancel their programme due to other important engagements.

I take this opportunity also to welcome all the other member delegates and other distinguished guests who have graced this occasion with their presence.



# **INAUGURAL ADDRESS By Shri C. Achutha Menon Chief Minister of Kerala**

Mr. Chandy, Mr. Raghavachary, Mr. Haldipur, Mr. Bhaskaran Nair and friends.

As you have already heard from Mr. Bhaskaran Nair, the Indian Institute of Public Administration has already two branches in the State and we are contemplating to establish a third one in Cochin. In a small way we have been organising its activities and it is in the fitness of things that on an occasion like this, we are organising a seminar on integrated rural development. But it seems to me that timing is rather unfortunate or untimely, because people who are really interested in these matters are very busily occupied with other works. As you have heard, two friends who have promised to come, one from Delhi and another from Pondicherry, are not present here I guess what the reason is. I am not commenting, I know that, I don't wish to cast any aspersions on those gentlemen. Anyhow that may reduce the usefulness of the seminar. That is all I want to say with regard to that.

Coming to the subject that we are going to discuss, I have a little confusion in my mind as to exactly what is the scope of the discussion. I will explain myself briefly. You see the idea of integrated rural development, when you hear the term, it is a very simple idea which can be understood by the common people and even the general public, workers of political parties or other social organisations; but this term of integrated rural development is being used now-a-days in the Government of India circles with a particular meaning. You have heard that Government of India has started 20 integrated rural development projects all over India one of them happened to be in Cannanore District. There, I think, the integrated rural development is understood in a particular sense. I don't

know whether we are going to discuss the subject in that particular sense. Obviously, we are not. Because I had an occasion to go through the paper that is to be presented here by Mr. Ramachandran Nair, and he had taken it that we are understanding the term in a general sense and dealing with integrated rural development in the commonly understood sense by the common people of the State, that is to say that there are various activities in the villages, in the rural parts of our country under the aegis of various departments. There is very great need for the co-ordination of all such activities for the material and manpower resources of the rural areas to be developed, so as to subserve the good for the common people. I presume that we have to go by that definition, otherwise we will have to discuss the ideas presented by Mr. C. Subramoniam, who initiated this idea, to the best of my remembrance of integrated rural development, in a particular sense which I referred to earlier, in his budget speech in 1976, actually presented a paper on this subject as part of his budget speech also. Now that concerns more with the aspect of application of science and technology to the development of rural areas. Of course that is a very important aspect of the matter. But however, that does not, according to me, cover the entire aspect of rural development, in the way in which this is being worked in the Cannanore District. I believe that it has a more wider coverage. I had an occasion to discuss these things with Dr. Swaminathan, who is in charge of the subject in the Ministry of Agriculture and Rural Development and so the idea is more or less what we visualise. Because science is supposed to contribute in a big way towards rural development by a well thought out and well directed application of scientific and technological knowledge to the problems of the country side. They have emphasised that aspect. Of course I have no doubt in my mind that that will be necessary.



I am dealing with the subject in a general way and I shall briefly confine myself to a few observations, from my actual experience as to what is happening in the State in this respect. Unfortunately the picture is not very happy. There is after all no integration or no co-ordination, worth-speaking, in the sphere of rural development activities in our State. That is a plain and simple fact. Why this is so? It is very inconvenient and embarrassing for me to say, because as you know, I happen to be the head of the administration and I have to be answerable for all that is going on in this administration in the State. So I will not be very frank upon that subject. But this is the situation, I can tell you.

The activities of the Agriculture Department you know are very important so far as rural development is concerned and so far as scientific knowledge and agriculture is concerned, research in agriculture is concerned and the application of research to the problems of agriculture is concerned, we have indeed made great advances in that-sphere in India and we can rightly feel proud of those achievements. But the Agriculture Department's insistence is that every activity so far as agriculture is concerned, namely animal husbandry, poultry farming etc. are concerned, must be done through the Agriculture Department only. It cannot be contaminated by the touch of departmental personnel from other departments-that is the insistence of the Agriculture Department from top to bottom from the Director of Agriculture down to the Demonstrator. And this is their approach. And so far as this matter is concerned, there is an incessant tussle going on between the Agriculture Department and Community Development Dept. The Community Development Department from 1967 onwards has been dealing with the subject in the countryside-there is multi-purpose programme, in that also very much emphasis was given to agriculture. Mr. Raghavachari, was our Chief Secretary

under Kerala Government and his very name synchronises with community development — N. E. S. Raghavachari-  
'N'ational 'E'xtension 'S'ervice. He took a good deal of interest in the activities of this department particularly. We were trying to develop on certain lines and were co-ordinating all the activities in the countryside concerned with the well-being of the rural people, not only agriculture. We have to attend to health programmes education, means of communication, marketing and so many other activities. All these had to be integrated or co-ordinated. I shall rather use the word "co-ordinated". This co-ordination is supposed to be done by the officers of NES blocks and B.D.Os. Even then there was a tussle going on as to who should be the actual head of administration, whether it should be the B.D.O. or Agricultural Extension Officers. The A. E. Os are under the District Agricultural Officers. Whether the Agricultural Extension Officer should take the orders of the B. D. O., whether the records relating to his character etc. are to be kept by the B.D.Os, all these issues cropped up at that time. Subsequently this has developed very much. These departments have developed into water-tight compartments and the officers cannot see eye to eye with each other. Unfortunately this development has spread itself to other departments also. I will tell you the latest position. You know there is a programme for pregnant mothers and for feeding of children and also for the establishment of pre-school institutions in the country-side and other parts of the country. Even on this, there arose a problem. The Community Development Department wanted to start a number of feeding centres and nursery schools. The Social welfare Department also wanted to start a number of feeding centres. With the result there was parallel activity and wastage of effort and time and money is lost. These are some of the problems that we have to confront with.

Along with this there is a third challenge. Take the case of the Panchayat Department. So far as people are concerned I think it is an undoubted fact that the village level worker (Gramasevak) has got a better rapport with the people than the officers of the Agriculture Dept. I always prefer to call them as 'Gramasevaks'. There are organisations for them and unfortunately all these organisations are formed on trade union lines. To them the 'Village Extension Officer' is a more dignified name than Gramasevaks. I do not consider it as correct at all. The village level worker is a humble term.

I was always thinking that the B. D. Os. and the Panchayat Presidents and members, along with the Executive Officers have a better rapport with the common people than the officers of the other departments. This is an undoubted fact. This has a very great significance also in the implementation of actual rural development programmes in the country-side. Without popular participation, everybody has now agreed that such programmes cannot succeed in our country. From the point of view of finance, our resources are limited. But there is a huge man-power reserve in our country and if it is properly utilised it can work wonders. We have recently made some experiments in this direction. As you all know, we have done wonderful work in the digging of the canal in Kallada Project, i.e. in Manakkala, where thousands of people offered their voluntary labour. In fact in that particular programme, everybody concerned took part willingly and enthusiastically. But that is a single incident. We wish to make it a day-to-day experience in the countryside. So far as small projects are concerned, whether it is minor irrigation or soil conservation or planting of trees or digging of wells or health education to the people of the area, all these can be done by voluntary workers and for that purpose you must have some machinery to mobilise voluntary man-power; that

enthusiasm must be mobilised, must be harnessed to the common people of the country. We have all read with some amount of cynicism and doubt about the big projects carried out in China through sheer human effort, without much help of machinery. Big irrigation projects were carried out in China by the effort of people, not only tens of thousands, but lakhs of people. For digging of canals and wells and such other operations we need not employ machinery on a large scale. Only human effort is necessary. Just as in China we also have that human material ready at hand, idle human material, and provided that we give them useful avenues of being employed in a profitable way in the service of the country, I have no doubt that they can be used for the benefit of the country.

I think this idea has to be very much brought forward in the field of rural development together with the co-ordination of all the activities for the uplift of the country, whether it be extension of electricity, whether it be minor irrigation or any other schemes it need not be activities of only economic development, but for certain other activities also the human material can be utilised. For instance, Education. The Schools have now no contact with the activities going on in the country. Our school system is severely isolated from the known activities of the country. With the result, the boys or girls who have passed 8th standard or even eleventh standard have no idea about agriculture. How the seed is sprouted, what are the ingredients necessary for the growth of a plant, how the sun light and water contribute for the growth of the plant, how the yield of the plant is increased by better management, all these simple things can be taught in the schools. Likewise with regard to the problems of health, for instance, how to keep one's premises clean in hygienic conditions, how far it will contribute to the health of the community and how far it is a great contribution in the termination of communicable diseases, are simple things

which can be and must be taught even in the primary schools. Some scientific knowledge also have to be conveyed to the children. This can be achieved only if the schools have a light touch with the activities that are developing in the common countryside. So far as the idea of integrated rural development is concerned, we at first have to think how exactly the integration has to be brought about. Unfortunately that has not taken place, so far. Whether it is the department personnel that are to be blamed for that or the Government as a whole, doesn't matter very much. I am prepared to take the blame on my own. But that is not the most important thing. We must find a solution. I think you people-some of you are at least detached from the struggle that I have referred to today can have a better idea or a better appreciation of the issues involved and will be able to contribute solutions from your point of view.

I hope that the discussions taking place tomorrow will be meaningful and help the Government also to a certain extent to find a solution to the vexed problems.

With these few words, thanking you for the opportunity given me to say a few words on this occasion, I declare this Seminar open.

## **SPEECH BY**

**Shri R. N. Haldipur:**

**Director, IIPA New Delhi**

Mr. Chairman, Hon'ble Chief Minister, Mr. Bhaskaran Nair, Mr. Raghavachary, Mr. Nambissan and friends: I think it is a privilege and honour to be able to participate in this seminar on 'Integrated Rural Development-Some Administrative Problems and Suggested Solutions. I am grateful to the organisers of this Seminar and on behalf of the IIPA, I would take this opportunity to thank the Hon'ble Chief Minister for kindly honouring us by his presence and inaugurating this Seminar. I think the Chief Minister has touched upon the problem relating to the removal of rural people from bondage and exploitation and he has put forward a few view points about what is happening in administration with regard to integrated rural development. That would certainly go a long way in our deliberations tomorrow and day after. We are very grateful to Mr. Chandy for chairing this session. I would take this opportunity to congratulate the regional branch for its various activities particularly for organising a seminar of this kind. They have invited and they have collaborated with other regional branches of the southern region. I think this kind of exchange of experience from different States in a forum where public administration is discussed at great length will be extremely useful. We at the IIPA at the Centre in New Delhi, are mainly concerned with this inter action between practising administrators and academicians to know from each other, when the administration goes wrong what could be done, what are the challenges before the day-to-day administration. It is true that there has never been a perfectly integrated society in the history of civilisation and we

will continue to talk about integration from time to time. First in the name of community development and then in terms of total development or intensive district agricultural development programmes- these various terminologies will come. And very often from the administrator's point of view since we are dealing with the programmes in a sectoral way-it looks like six blind men trying to describe an elephant-somehow it becomes fragmented. So the new concept that has been again and again spoken of is that integrated development must have not only area approach but also micro level planning. It is not only an inter sectoral approach, where a programme should not be looked upon as a scheme of particular department but as a project of various departments which form into a task force and should function as a unit for implementing and achieving the objectives before the total objectives and not merely departmental objectives.

We all know that normally in administration there is somehow a tendency to centralise, tendency to departmental competitiveness and also there is a tendency to have what is called result activity oriented rather than result oriented action. Now if this is to be removed, then how can we look at any sectoral schemes as a project where different departments should come together? And this means really new departments, new sectors, new attitudes because many of our programmes often flung under the rock of departmentalism. This is the telling point which has been brought forward in his very extremely realistic inaugural address given by the Chief Minister. With the incredible growth in technological revolution, I think there is a technological leap and administration is trailing behind the technological leap and also with the rising expectations, there is a new concept of man, a new concept of power, new concept of values and the area of change that the administrator should know will have to be from time to time up-dated and we should

make it much more responsive to the problems of the rural areas. Because for the rural folk it is a way of life rather than a project or a scheme belonging to one particular sector or department. So during the next two days we are going to discuss these problems regarding integrated development and the advantage of this seminar would be a much better understanding of each other's role in the achievement of the targets, different departments participating in it and knowing that it is not merely departmental objective, there is also a total objective which we are achieving, whether it is target oriented programme or community development programme. We may take, for example, community development. Is there any community in a village? Then there is a drought prone area development programme, small farmers development programme, marginal farmers development programme etc. Drought prone area programme is an area programme. Likewise small farmers and marginal farmers development programmes are essentially target oriented programmes. So, that means that even integration at the level of people, integration at the level of different sectors of department, integration at the level of resources-even in terms of what you may call sectoral integration-all these have to be considered and I think this is an exercise of people involving in this task, coming together and discussing. It will probably give some insight and understanding of what we are going to do. If that is done I think the purpose of this seminar will be served. I think, today for example, we are talking about mass production. But what is needed is production by masses. What is more needed is how can we bring the employed hands into the forefront of productive forces. So all these questions I am sure will come before us in the course of our discussions tomorrow and day after.

Now a word about I.I.P.A. Most of you members know that the Institute is mainly concerned with training,



research and consultancy. One of the new things we have recently introduced is a nine months programme where an officer of the level of Deputy Secretary and above; and who have put in 15 years of service, can have a nine months training they can spend in the Institute, can have a kind of mid-term appraisal of himself, whether he can do something, some academic work, participating in the programme and look at various programmes and think in a much more objective way and see what we are doing is a right thing. With that end in view this programme suggested by the Government and the Institute has taken up a nine months programme. It is essentially an academic programme with field work and the interesting part of the field work is that the officers have to stay in a village for 15 days and associate with socio-economic survey, staying in a hut or in a school. Well you may call it as a sense of atonement, I feel they can guess a lot about rural poverty, they can see it for themselves all along, and there is no need to go in search of poverty. Therefore, they can see it much more than going and chatting with the families of the villagers, and see what is happening much more, whether we talk about bonded labour or rural indebtedness. The other programme is preparing a project for two months, in what way they can bring about innovation in the rural set up, in their own department. In addition we have a seven days programme for persons from the public undertakings. Government officers are also attending. But the very concept of public sector, the very commitment of the public sector and the kind of objectives of public sector, and the various tools and techniques required for handling the programmes, like procedural planning, inventory control etc. This is essentially another aspect of the programme. Apart from that there are a number of management development programmes, executive development programmes which are conducted for one or two weeks and

which are organised on functional subject. So much about the training aspect.

In the research also, we have taken up a Centre for Urban Studies. We have now taken up a Centre for Rural Studies, where a lot of work is coming to us. Also we want to study the drought prone area programme in the field. The third one is public sector undertakings. Here again it is important for the academicians as well as administrators. Therefore we have adopted a district nearby and also adopted a plant, the Haridwar Bharath Heavy Electrical Plant for the public-sector, for rural development one Zonal Office of Delhi Corporation, so as to see what is happening there could be studied, and we could do our bit in seeing what could be done because we can look at it from the point of view of emotional involvement, look at it from the point of improvements in its totality. These are some of the things which we are doing. Then most of you know about the journals and publications of the institute. There are a number of research studies in the field of project formulation, project implementation, monitoring a series of programmes are there. These are some of the activities of the institute.

I don't want to take much time. I thank the organisers, particularly the Chairman of the Kerala Regional Branch and other members of the Executive Committee for giving me an opportunity to participate in the seminar and I certainly look forward the deliberations in the coming two days. I think this is one of the fields in which a lot of things can be done with the limited resources we have got. We will have to do some kind of pooling together and forget purely the departmental approach, and look at it as a project where in every one has to chip in to achieve certain objectives.

I once again thank the Hon'ble Chief Minister for his presence, I also thank Mr. Chandy on behalf of the I.I.P.A. for gracing this occasion,

Thank you.

**SPEECH BY**  
**Shri N. E. S. Raghavachary**  
**Executive Member, IIPA**

Hon'ble Chief Minister, Mr. Chandy, Mr. Bhaskaran Nair, Mr. Haldipur and friends,

It was not my intention to speak to you today, because actually my name was not in today's programme. But when Mr. Chandy asked me to address you, I felt I should say something particularly in view of the very thought provoking address of the Chief Minister. Of course to the question, 'what is integrated rural development' he has given an answer, which we are also thinking as the correct one, that is, integrated rural development might be development in all aspects, for example in agriculture, in education, in cattle improvement etc. The important thing is man himself is integrated. He has naturally got various interests in agriculture, education, cattle improvement etc. And on that idea the Community Development programme was started, with Block level staff, where all the departments are represented, so that every individual farmer, every individual villager can know exactly to whom he has to approach. But side by side, things were not working properly as expected in the beginning. Any way the Chief Minister has mentioned infact how the co-ordination between departments is not there. In co-ordinating activities by various departments, sometimes there was success, but sometimes not.

I just want to say one thing. The real trouble is not with the officials as such. I am talking about the higher level, not coming to the officials as such. If you take Government of India, each Ministry works independently, and there is hardly any co-ordination with other Ministries. And as it comes down to the State Government also,

naturally each Minister likes to take an independent position, as also the officials. Of course that is the human nature. Each one wants to take credit to a particular thing, and he does not want to pass it to some body else. This is the basic fact. This is the problem which I have experienced about 20 years back. I am sad to say that we have not attained much progress in this. So first of all, there must be co-ordination between the Ministries. Otherwise integration cannot be possible. Some 25 years back, we have started one Block in each State under the integrated development scheme. But its result was not so successful. It is a sad thing to say that every time it seems to be going back and not forward. I don't know what is wrong. If somebody wishes something new, you will say that it is not new after all, it is something started some twenty years back. This is the sad path of development in India. Unless there is co-ordination from the top to the bottom, nobody will be able to enforce this integrated development. I don't know the answer. It is very difficult to say what to do.

I do not want to say much more because we are going to discuss these aspects tomorrow and day after. Coming to Panchayati Raj, it has not made much progress as we expected. Sometimes powers which were handed over to Panchayati Raj institutions were being taken away and then the other thing is its impact on other sectors. A lot of people will say as a result of the Development that the richer have become richer and the poor have become poorer. There is half-truth in it. In actual level people have become richer and the poor people may not have become poorer in absolute terms but in relative terms it may be so. Even today, I am also interested a little bit in rural development, so I personally persuaded the regional branch of the Indian Council of Social Welfare to start a project in a village near Madras. When I told the BDO, he brought a few people - they were all good village

level folk and workers - but I am sorry to say there was not a single Harijan or poor worker among them. They were all people having a certain BIT OF land, very intelligent people. I want to know what they wanted. What I was trying to see was whether there was anybody who wanted to say "I am a poor man, what you are going to do for me". That was not there. To that extent this criticism that development programmes have left out the weaker sections and they are practically untouched is I think quite untrue. I am saying this not as an official but now as a social worker. This is a fact. I am very glad that I am here. There is a sort of sentimental feeling when Mr. Bhaskaran Nair said that this branch was started by me in 1957. Mr. V. K. N. Menon the first director of the IIPA came to me and asked to start a branch here, we started this branch. Shri Sukumaran Nair was one of the regional Secretaries at that time. So I felt that when I received this invitation, I should come and not only take part in the discussions and say something on the subject in which I am very much interested, but also to meet people with whom I have worked.

Now I would also like to convey the greetings of the Tamil Nadu Branch of the IIPA to this Seminar. Thanking you all for giving me this opportunity to say a few words on this occasion.

## **SPEECH BY**

**Shri K. T. Chandy**

**Chairman, KSIDC Ltd. Trivandrum.**

Hon'ble Chief Minister, Mr. Bhaskaran Nair, Mr. Haldipur, Mr. Raghavachari and friends. I should be brief. I am here by accident. It seems to me that the question of integration arises at every stage of plan development. When we talk about a plan, we are trying to integrate our efforts in various sectors, areas, communities. Development has to embrace all resources, all people, all areas and so on. So, planning itself conceptually is the first effort to integrate whatever we try to do with the resources we have to solve the problems we confront. Integrated rural development is merely, to my mind, an expression of this basic necessity. To ensure that our efforts which have to be necessarily over a wider front re-inforce each other rather than go in parallel lines without optimising the results of our efforts. Now viewed from that standpoint, integrated rural development has to be a part of the integrated national development. To take a few examples, it is obvious that if you take agriculture as the core of the rural activity, the development of agriculture, the tree crops, or seasonal crops require many inputs which do not come from agriculture but it has to come from outside. Therefore we cannot have an integrated rural development without an integrated plan for the total development including industry, education, power, transport, health and so on. Having said that, if we come down to the rural sector, what problems are we facing, how far have we failed to integrate? The Chief Minister referred to one problem, viz the necessity to integrate the instrumentalities concerned with planning and implementation and he referred to the problem that arises

within the Governmental apparatus in bringing about the integration of the instrumentalities which are in Govt. He has also referred in a way to the problems of integrating the instrumentalities within the Government with the instrumentalities outside, viz panchayats and so on.- the democratic organisations that may be created by a society.

So you have the problem of integration of instrumentalities within the Government. It is the departmental co-ordination and you have the problem of integrating the effort of these instrumentalities with the instrumentalities, external to-shall we say the apparatus at the centre, namely panchayats and so on. One might go forward and say even if you have a measure of integration achieved to a much higher level than you have had in the past, it may be that the panchayats are no longer in touch with the people. One might venture the view that panchayat elections have not been conducted in the State for the last 10 years. Again the question comes. So one has to develop all the time an adhoc machinery, may be, recognising the need for integration, one has to constantly endeavour to create integration of instrumentalities within the Government, between the Govts and institutionalised forum through which the public are expected to express. I will not deal with that problem at the moment, I take it that main purpose of this seminar is to look at the instrumentalities -to look at the problems of instrumentalities and their integration because the theme itself seems to me is about some problems in administration in the context of rural integration. I will leave that for discussion tomorrow and the day after.

Before we come to the question of integrating the instrumentalities within and outside, can we integrate the programmes. And if there is to be a measure of integration of the programmes then we have also to ask our-



selves how do we generate our programmes. Now Mr. Ramachandran Nair in his long paper has referred to three different facets of integration one of which is instrumentalities and the other is what you call "integration of sectoral outlays" which is the purpose of planning and you also talk about integrating things in the life of the farmers, if I understand it correctly. From such limited experience which I have had with planning in this State, I would say that in the very generation of projects, we are still looking at things in a sector and not taking into account the necessary reinforcements required even for the success of given programme. For example, we talk about agricultural development and more often our focus of attention is largely on rice cultivation or on seasonal crops. It is only lately that we began to translate our growing consciousness obviously conceive the development of agriculture in the context of Kerala. It is only lately that we have begun to translate it into purposeful and imaginative Programme of action. So, if we think about agriculture, we reduce agriculture to what we consider priority areas without realising that you cannot really develop this priority area without a matching development in the whole spectrum of agriculture. Now we talk about tree crop programme and when you began to analyse what we are trying to say about this tree crop programme, you may find that it is for want of resources, it is conceived in a limited manner.

Therefore I would suggest that apart from all questions of integration of instrumentalities, there is a need to look at the totality of the problems in agriculture itself and develop our programmes so that the whole area of agriculture receives support.

Now take the Centre. The Centre has not been particularly concerned with the development of cardamom, pepper or rubber. Of course, there are commodity Boards.

Then these do not figure as enterprises or institutions of any great measure to import in the eyes of the Centre. As far as we are concerned our resources endowments must divert into different priorities. And you are easily led by the pressures of the Centre to accept their ideas of priority. I will deal with this in another context. To the Centre, the core of industry is metals of certain kind-that we have certain metals which do not figure in their core of industry is always used by them as a reason for our doing nothing for the development of these resources in our State. It should be put forward with proposals. They will say, why should a weak State like Kerala bother to spend money on that? Why don't you invite some private individuals to come and invest here. You will see the question of generation of programmes must start with a comprehensive understanding of sectors and its operations.

Priorities must be given in terms of local situation; whether it is in the case of minerals, or in the case of agriculture around which the lives go on in our State. Now there is only one Forest Research Institute for the whole of India. If the Kerala Government thinks that forestry in Kerala has some unique features and that deserves some study here, then we don't get the support of the Centre. We have to fight a ten or fifteen years battle before we establish a unit in the agricultural university to study our problems of forestry. We have several issues on which, I think, we have to formulate our own stand and carry major efforts in educating the Centre. Because in the integration of national plans the position of the State is often looked upon by the Centre with minimum importance. This position has to be reversed and for that, battles have to be fought against the centre.

Now the Chief Minister has made an important reference to the integration. He said that the students in

the schools should also be given training in the methods of agriculture. Research and development are important to improve the use of our own resources. But he has referred to only the primary and secondary education. We have to create a new understanding on the imperative urge to restructure the content of our education, because at present the process of education is alienated from the matrix. Having said this, we have to see how many teachers will be willing to co-operate with it. The whole teaching community has to be persuaded to understand this change. Innumerable problems are remained to be tackled, in order to create integrated programmes. You see some kind of clashes are there between major irrigation and minor irrigation. Priority must be given to down-stream operations or for making effective use of the major irrigation. It is an integration. It is important and it must find place in the plan. And also in our allocation of resources for minor irrigation, we have to take into account the fact that there are areas which are not likely to be influenced by any further completion of our major irrigation projects.

Now having said that, I ask myself whether we have the expertise? This is a kind of detailed physical examination, consultation with the people and convert that into actions. With due respect to the Chief Minister and my friend Mr. Bhaskaran Nair, I should say that we are long way from creating the apparatus—the apparatus there are to be created in the districts. So when we talk about integrated rural development programmes or any kind of integration, it pre-supposes that we are capable of generating programmes. As it is we can say there is need for integration. But before we integrate the programmes, we have to conceive the programmes, we have to make the necessary surveys regarding the resources etc. and this is an issue which will come up before the Planning body. I am saying all these because from the administrative

stand point, it seems to me that apart from these instrumentalities integration of instrumentalities is a burning problem, that there is a need for it even within the administrative apparatus and the expertise at the district level.

Thank you very much. With these observations, I conclude.

**Vote of thanks by  
Shri V. U. K. Nambissan,  
Hony. Secretary,  
Regional Branch of the IIPA: Kerala**

It is now my pleasant duty to propose a vote of thanks. Inspite of his several preoccupations, the Chief Minister is here with us today and he has inaugurated the seminar. I thank him on behalf of the Regional Branch and I propose him a formal vote of thanks.

Then our thanks are due to our President Mr. Chandy. Though he had expressed his inability to participate in the Seminar in a big way as he had planned to go abroad, when I requested him at very short notice to grace our today's function he has agreed to do so. I propose a formal vote of thanks to him also.

It will now be premature for me to propose a vote of thanks to the other delegates who are present here. We are only in the beginning stage, as most of you will be here during the next two days also. I express our thanks for the co-operation extended by the Members and delegates for having taken the pains to come over here. I also express my thanks to the delegates from Tamilnadu and Karnataka. Our Director is here. He has come all the way from Delhi to participate in the discussions. We expect the co-operation from all of you to make the programme a success. I have to specially mention the able guidance and directions given by the Chief Secretary, who is the Chairman of the regional branch, which has made it possible for us to organise the seminar. I also have to mention the co-operation and hard work put in by our Executive Committee members and other members of our branch, which has helped us to organise the function.



## **PART II**

# **INTEGRATED RURAL DEVELOPMENT**

**Key Note address made on 22-2-1977  
at the  
All India Seminar held at Trivandrum**





**By**  
**R. Ramachandran Nair**  
**Secretary (Development)**  
**Government of Kerala**

Development is a very comprehensive term. It can have different meanings in different contexts. India is often called an "under-developed" country. In what respect is India under-developed? With what meaning do we employ the term development in such a context?

When Economists speak of development, they are apt to take into consideration only income and material standard of living. However, development in terms of money need not always signify development in terms of human happiness. An industrial worker earning Rs. 300/- a month and living in a City slum need not always be happier than a small farmer earning Rs. 100/- per mensem and living in a quiet country side. Nevertheless, it cannot be denied that a consideration of the financial factors has to be a necessary ingredient of any concept of development.

Formerly Governments were supposed to be agents for the maintenance of law and order; and nothing more. Now-a-days our ideas have completely changed. The State is now regarded mainly as an agent of development. The citizens look upto the State to create the necessary infra-structure; to find the necessary resources; and to provide the necessary inputs for development. No progressive State can escape from this responsibility.

#### **WHY "RURAL" DEVELOPMENT?**

Anyone who plans for India's development has to think mainly of Rural Development-since this country

happens to be a land of hundreds of thousands of villages. The vast majority of Indians are toiling rural masses. Any meaningful development in this country has to embrace these villagers primarily.

The aims and objects of "rural" development, especially in the Indian context, have to be clearly spelt out. Are we attempting to copy the developmental experience of urban areas in the rural set-up also? Development of the urban sector, especially in highly industrialised societies, has had a clear pattern. In our pursuit of rural development, are we trying to reproduce this experience or to ape this in another field? This is to be examined thoroughly. We have to make it clear to ourselves what we propose to achieve in rural India.

#### EFFORTS FOR RURAL DEVELOPMENT AFTER INDEPENDENCE:

In the years prior to 1952 (ie. before the First Five Year Plan) the major event in the developmental field was the "Grow More Food" campaign. With the advent of the Plan, the Community Development Programme took shape. Again during the middle of the Second Plan (1959-60), the idea of Panchayati Raj originated. These were all gradual evolutions of a uniform central theme.

When Community Development was introduced during the First Five Year Plan, it was claimed that the basic peculiarities of the programme were three- (i) execution of all developmental schemes through one co-ordinated agency; (ii) willingness of the official machinery to go to the farmer instead of waiting for the farmer to come to the office; and (iii) the active involvement of the people themselves in the programme. (It was claimed that Community Development was not a Government's programme with people's participation, but a people's programme with Government's participation). The effort

to involve the public in the programme was, however, further accentuated with the advent of Panchayati Raj.

## THE IDEA OF "INTEGRATED" DEVELOPMENT

The idea of an "integrated" rural development signifies a "total" approach to the problem. Economic development is something which can be achieved only through a variety of efforts in a very large number of fields. But this does not mean that the developmental efforts should be disconnected or disjointed. An integrated approach is possible and, indeed, essential.

A concept of "integrated" programme for development can mean different things to different people. As mentioned earlier, an integrated approach is a total approach. But, total in what sense? A total approach, for instance, can mean 'an approach for the exploitation of the total resources-ie., all the resources which will, or can, be made available'. In another sense, an integrated approach can mean an approach which covers the entire rural area-including the wet lands, the garden lands, the barren areas, marshy stretches, hilly tracts, forest lands, etc., etc. In yet another interpretation, an integrated programme for development can be a programme which caters to all sections of the rural community-the rich farmers, the small farmers, the landless agricultural labourers, the rural artisans, the Harijans, the Girijans and all other depressed sections of the society. To a farmer himself, a blue- print for integrated development may be one which is designed to give to him all the elements of a comfortable life- ie. a good house, sufficient drinking water, healthy environmental conditions, adequate production of food materials in the farm, educational facilities for the children, easy access to Public Health Institutions, etc. Finally a programme for integrated development can also mean a programme which provides

simultaneously for Agriculture, Irrigation, Soil Conservation, Rural Electrification, Animal Husbandry, strengthening of co-operatives, Rural Industrialisation, Social Education, Village Communications and all other developmental activities which benefit the rural areas. Even though a total approach can (and, in a way, should) mean all the above things at the same time. the main emphasis when we speak of an integrated approach is on the last interpretation given above.

A discussion on integrated rural development will, however, be defective if all the above aspects are to be given simultaneous consideration.

## **II**

### **Aims and objects of Rural Development (considerations to be kept in mind)**

#### **REMOVAL OF POVERTY**

The true aim of rural development has to be the maximum welfare of the entire rural population. The vast majority of the village people live in poverty. This is true not only of landless labourers and the depressed classes; it is also true of the small farmers and the traditional village artisans. Improvement of their living conditions is the main aim of our developmental effort in the rural areas. A minimum level of wellbeing has to be ensured for all the citizens.

#### **INCREASED PRODUCTION OF FOOD**

Growing More Food materials so as to make the nation self-sufficient in food (in spite of the growing, or rather exploding, population) should be one of the objects of rural development. For this purpose agriculture

must be given special attention. Increased productivity in the agricultural sector can only be achieved by better utilisation of the two major resources - land and labour. Optimum utilisation of land, and optimum use of manpower, can be ensured only if better land-management and manpower-management can be introduced. Scientific soil management and water management have to be adopted for increasing the productivity of land. The imparting of necessary skills to the agricultural labourers will lead to better manpower management.

### MAXIMISATION OF EMPLOYMENT

Another objective of rural development has to be the provision of maximum employment in the rural areas. The percentage of unemployed and under-employed population in the rural areas is distressingly high. The rural manpower has to be given adequate employment through the diversification of rural economic activity.

### REMOVAL OF IMBALANCES

A major objective of rural development has to be to remove economic imbalances, to prevent exploitation of the productive classes by middle men, to lift the weakest sections of society to a minimum level of well-being, and to ensure basic social justice to all. There are some people who believe that a "green revolution"-a glut in agricultural production-will itself be a panacea for all the evils of our economy. If this be so, rural development could have been achieved by assisting and encouraging the big landlords to produce more. Increased agricultural production in itself cannot be a final goal. Development should be tempered with social justice.

### REGIONAL SELF-SUFFICIENCY

One of the aims of our effort towards rural development must be to attain a reasonable level of regional self-sufficiency. The self-sufficient Indian villages con-

ceived by Mahatma Gandhi in his profile of a "Gram Swaraj", may be regarded by modern economists as somewhat Utopian. But here, as everywhere else, the essence of Gandhiji's thinking was sound and pragmatic. In a vast sub-continent like India, with thousands of remote villages, and with absolutely inadequate communication facilities, a reasonable level of local economic self-sufficiency should be one of the major goals to be achieved. The necessity for Area Planning is clearly indicated here.

### CARRYING TECHNOLOGY TO RURAL INDIA

Another object of rural development is to carry science and technology to rural India. The vast majority of Indian masses are steeped in ignorance. They live not only miles away from modern civilization; they live *centuries* away. Taking modern knowledge to them is an essential task of our planners.

### HEALTH, EDUCATION AND WELFARE

Improved housing, adequate drinking water, better educational facilities, arrangements for looking after Health, Sanitation and Nutrition are also objects to be kept in mind. In fact the improvement of the rural people must be all-embracing—economical, social, physical, educational, and technological.

### TOTAL COVERAGE

One of the main ideas to be kept in mind while preparing a plan for rural development is that all sections of society (farmers, labourers, artisans, depressed-classes, etc.) and all rural areas (fertile plains, hilly terrain, barren areas and tribal tracts) should receive adequate attention.

### SELF-SUFFICIENCY OF FARMSTEADS

One of the important objects of rural development should be to ensure that, to the extent possible, each

farmstead is made economically self-sufficient and viable. A small farmer who tries to eke out a living by cultivating 10 or 20 ares of land should be able to make both ends meet through necessary supplementary income from the breeding of live-stock, cottage industry, etc.

## **PRESERVATION OF THE RURAL ETHOS**

Here a word of caution will not be out of place. Rural India has its own ethos—its own individuality and culture. No effort for rural development should be allowed to tamper with the rural scene to its detriment. "Development" should not be forced down the throats of the rural people. Our motto should be "development with consent". Duplication of the evils of industrialised cities should also be avoided in our rural areas at any cost.

## **III**

### **Different Sectors of Rural Development (The assignment of priorities)**

For any meaningful effort towards rural development, land reforms, (the distribution of lands to the tillers, the allotment of surplus lands to actual farmers, etc.) is the solid foundation. As this aspect has been universally acknowledged, we may take for granted the full implementation of land reforms for the purpose of this discussion.

The various sectors which should receive attention may now be considered serially.

#### **AGRICULTURAL INFRASTRUCTURE**

The infra-structure for increased agricultural production has to be created first. Irrigation has to be provided

to the maximum extent permitted by the availability of water. Minor irrigation should receive topmost priority of attention. Programmes of soil conservation should also be given high importance. All the land which can, by any method, be brought under cultivation should be so harnessed. Electrification of the rural areas is another infrastructure for intensive agricultural development. All farmers who are not able to make use of public irrigation systems should be enabled to make use of small pumps for their agricultural purposes.

## FARMING

Farming is undoubtedly the most important sector of rural development. Better farm management techniques should be made available to the cultivators. The most modern technology in crop-management, in various agricultural practices, and in the processing of agricultural products should reach our villages. The use of chemical fertilisers and chemical pesticides should be made universal. Better seeds should be made available; and the farmers made aware of the advantages of making use thereof.

## CREDIT FACILITIES

The easy availability of credit is one of the main factors of agricultural development. The co-operative sector has to be expanded and strengthened. More commercial banks should also be persuaded to come into the picture to the extent necessary.

## LIVE-STOCK

Live-stock farming is second in importance only to agriculture. Cattle, poultry and sheep play a very important role in the rural economy. Bee-keeping and fish-rearing are also allied activities. Better breeds of live-stock should be made available to the farmers; scientific feed for the live-stock propagated and supplied in time;



and prophylactic and curative measures against animal diseases taken effectively.

## MARKETING

Satisfactory arrangements for marketing the farm products is another sector which should receive attention. Increased production in itself will not help the farmer. In fact, in a traditional situation, it will only help the middle man. The development of marketing organisations and better village communications will be necessary in this connection.

## VILLAGE ROADS

Village roads are, even in themselves, a sector which should receive special attention. Communication facilities in our country, especially in rural areas, are extremely meagre. A better living condition in the villages can be ensured only if there are better communication facilities.

## INDUSTRIALISATION

Rural industrialisation has to be mainly an attempt to strengthen the existing traditional village industries to the extent there will be demand for their products. There is, however, scope for new ancillary small industries also. The main objective should be to ensure that rural industries provide a steady supplementary income to the farmers' families.

## EDUCATION, HEALTH AND WELFARE

Education, health and welfare are sectors which do not result in immediate further production. However, it may be seen that these are factors which render the available manpower more productive in the ultimate analysis. Better living facilities, like better houses and better drinking water, make the rural people more healthy

and more productive. The availability of curative and prophylactic treatment should also be taken as near each hamlet as possible. Nutrition and Family Planning are two other aspects which should receive concentrated attention. Schools should be opened in such a manner that at least elementary schooling is available within one or two kilo metres of every farmstead. Programmes of women's welfare, youth welfare and child welfare are also essential to improve the lot of the rural people.

### PANCHAYATI RAJ

The strengthening of Panchayati Raj Institutions is also of great importance. The real involvement of the people in the developmental effort can be ensured only through these bodies. No rural development can be really effective without the active participation of the people.

### RELATIVE PRIORITIES

The top-most priority must necessarily be given to agriculture and agricultural infra-structure. The majority of the rural people subsist on agriculture alone. Therefore there can be no doubt that this is the aspect which should receive primary attention. After agriculture, the next priority must be given to live-stock farming followed by the strengthening of the co-operative set-up and rural industrialisation.

### VARIATIONS

The assignment of priorities should however vary from one Development Area to another. There are certain village communities which have been doing excellent work traditionally in village industries. In such places, strengthening of the rural industries, and the improvement of their marketing arrangements should receive top most attention. There are certain areas where cattle-

farming will be far more lucrative than agricultural cultivation. The priority should be decided in each case on the basis of the nature of each locality.

## **IV**

### **Strategy of Integrated Development**

The first question which arises when we speak of integrated development is: Why integration? There are several developmental efforts which will all produce results on their own. Even if they are not integrated, there will certainly be some benefits. Why should there be integration, then?

#### **AVOIDANCE OF WASTAGE**

Integrated planning for development avoids unnecessary overlapping, possible wastage of efforts and occasional conflicts between different developmental endeavours. Integrated strategy for development would also result in certain beneficial mutual interactions—since mutually complementary developmental efforts can produce greater cumulative results.

#### **CONVENIENT ALLOCATION OF RESOURCES**

An integrated approach for planning makes it more convenient for the planner to allocate the available resources and, inputs. It is also more advantageous to the farmer who can benefit by a package of schemes. As has been mentioned earlier, our effort should be to achieve the nearest approximation to farm self-sufficiency. In that case, agriculture, live-stock development and village industry will have to combine together for generating adequate income for the farmer's family. If the developmental effort in all these fields is integrated, it will produce maximum results.

An integrated programme is necessary also in order to convey developmental benefits to the most backward areas and the weakest sections of the community.

### CONNOTATIONS OF "INTEGRATION":

As mentioned earlier, integrated development can connote different things like, integrated utilisation of all resources, integrated planning of different developmental activities, co-ordination of the developmental efforts of various agencies, etc. For our purpose, however, the phrase means an integrated developmental effort in all sectors of the rural economy through a common agency which co-ordinates the activities of different departments.

### LONG TERM AND SHORT TERM STRATEGIES

For integrated rural development there should be separate, clearly-conceived, long-term, and short-term strategies. Farming is an area in which tangible results can be produced in a short period. Therefore a short-term strategy is very important. However, the short-term strategy has to be evolved in the background of a long-term goal.. If, for example, there is scope for a vast complex of cottage industries in a particular area in the long-term the short-term strategy for that area should be evolved with that final picture in view.

### AREA UNITS

A strategy of integrated rural development should be based on the carving out of developmental area units, the identification of all the existing (material and human) resources in each such area, planning for the optimum utilisation of all the resources through the latest technology, preparation of Area Working Plans, training of manpower, generation of internal savings and further investment there of, and the co-ordination in all sectors of development. The building up of essential infra-structures

should receive priority of attention. It should be ensured that all the areas (including the most backward) and all sections of the society (including the weakest) are properly looked after; and the benefits of development go to them in adequate measure.

## **FULL UTILISATION OF MANPOWER:**

Any strategy for integrated development in our rural areas should lay special emphasis on full utilisation of idle manpower and provision of maximum employment to rural people. One idea which has been mentioned earlier deserves repetition here. In the Indian context our aim should not be only to ensure maximum production. If our motto is "development with justice", maximum opportunity for employment to the willing rural hands should receive equal, if not greater, attention compared to enhanced agricultural production. Programmes of youth welfare and women's welfare should not be regarded merely as wasteful welfare schemes. They are also factors in the developmental effort. If equal opportunities for progress are not provided to all people, increased production may only heighten existing problems of imbalance.

## **AVOIDANCE OF RIGIDITY**

There is one danger against which caution is necessary. This is the danger of rigidity of pattern. The greatest drawback of the schematic budgets of the N.E.S. Blocks during the early Plan Periods was that their pattern was absolutely rigid. An area which fell on both sides of a National Highway and another area which was 100kms. away from the nearest motorable road, were both provided with the same allocation for improving communications. If this is the strategy of development, we will not reach anywhere. Within a broad frame work, necessary scope for variation for the different units should be permitted.

## **The Area Approach**

We had occasion to mention the 'Gram Swaraj concept' of the Father of the Nation. Gandhiji considered selfsufficiency of each village unit as one of the main pillars of the strength of Rural India. With thousands of villages lying far away from all communication facilities, an attempt towards maximum self-sufficiency within each demarcated area has an essential role in our rural development.

### **CLEAR DATA**

A specific area as unit of planned development also gives maximum scope for the collection and application of definite data towards planning for development. Even within such an area unit, there will be scope for identifying localities which are comparatively advanced and others which are comparatively backward. There may be potential growth centres also within the area. Such centres are to be identified.

### **LOCATION OF RESOURCES**

All the local resources-human and material-should be identified. The availability of existing infra-structures, and the possibility of creating necessary infra-structure in a short time, should also be explored.

### **SCIENTIFIC FORMULATION**

The latest technological concepts and processes should be applied in planning and preparing a blue print for development for the Area Unit. The long term goals and the short term goals should be spelt out scientifically

### **CO-ORDINATED PLANNING**

Developmental efforts in all the rural sectors should be planned in a co-ordinated manner. Collective solu-

tions for the problems of all the sectors should be attempted. The lines of forward action should also be planned in a mutually complementary manner.

### **INVOLVEMENT OF THE TOTAL COMMUNITY**

The blue print should be prepared in such a manner that the total community is involved in the effort. The rich farmer and the small farmer should find their place along with the landless labourers and the rural artisans. Moreover there should also be scope for the co-ordinated effort of all the available local agencies.

### **INDIVIDUAL FARM AS UNIT OF ECONOMY**

The individual farm should be regarded as the basic unit to be made economically self-sufficient to the extent possible. Agriculture, Animal Husbandry and Rural Industry should all combine to make the farm self-sufficient. Even though integration should be always kept in mind, it should not, however, be considered as the last word in development. In a particular case, livestock farming in itself may be self-sufficient. In such situations, there should be no attempt towards artificial integration of other activities. In other words, there should be plenty of scope for individual variations.

### **THE MAJOR CONSIDERATIONS**

The three major considerations in preparing the blue print of development for Area Unit should be— (i) maximum employment of the manpower; (ii) optimum productivity of the land; and (iii) the fullest utilisation of the other available resources.

## **VI**

### **The Machinery for Integrated Development**

All the above considerations bring us to the very important question as to what should be the machinery

for bringing about integrated rural development? In a developmental effort of the type envisaged in the preceding discussion, the machinery has to be a resilient one. A purely hierarchical bureaucratic agency will not be able to deliver the goods. At the same time, the involvement of the Governmental machinery cannot be avoided completely in any effort of this type. If everything is left to voluntary agencies, all our pious hopes would never be translated into practice.

### C. D. BLOCKS

In this connection attention may be drawn to the machinery of the Community Development programme of the first and second Five Year Plans. The First Five Year Plan had itself stated that one of the major aspects of the Block Unit was that all the departments involved in the effort for rural development were brought together as a Package Unit in the Block Offices. The major attention was of course given to agriculture. But the rigidity of the departmental hierarchy of an Agriculture Department was avoided. The Block Development Officer and the Village Level Worker were both expected to be "multi-purpose" functionaries. In fact the multi-purpose Village Level Worker (in other words the Gramsevak) was the greatest innovation in the field of rural development made during the period of the First Plan. In actual practice also, most of the V. L. Ws. did fulfil our expectations from them. Even today, they remain a strong core of efficient multi-purpose workers.

### CO-ORDINATING AGENCY

As has been mentioned earlier, in the effort for rural development, many official and non-official agencies have to work together as partners. It is the co-ordination of all the developmental efforts which is of prime importance. This co-ordination can be supplied only by



a generalist cadre which has got varied training and background. Of course all departments which undertake developmental activities have to be in the field; but they should be brought together at the level of a co-ordinating agency. No better agency than the N.E.S. Block can be thought of for this.

## THE EXTENSION LEVEL

In any field in which technology has to be applied to practical use, there are two levels of functioning—the research level and the extension level. The research level has to remain in the hands of the concerned technological department. Production of new strains of paddy for instance can be undertaken only by the Agriculture Department. But the actual propagation of the new strains among farmers can very well be done by multi-purpose V. L. Ws. We may also remember here the fact that it is not agricultural production at any cost that we are aiming at. Our object is the maximum welfare of the rural people including the weakest sections. A monolithic departmental structure geared towards increased agricultural production alone is not therefore the proper agency to be entrusted with the task.

## NON-OFFICIAL MACHINERY OF PANCHAYATI RAJ BODIES:

The Panchayati Raj Institutions have to play a vital role in integrated rural development. In fact the bureaucratic machinery of the N. E. S. Block and the non-official machinery of the Panchayati Raj body (Panchayat Union or Block Council or Taluk Parishat as the case may be) together should constitute the agency for integrated development. The Block Development Officer can be the unifying agency to bring these two together. It is to be noticed in this connection that, almost all over

India, the Block Development Officer is the Secretary or Chief Executive of the Panchayati Raj body at the Block level.

## OTHER LOCAL ORGANIZATIONS

Other local organizations also have an important role to play. Co-operative Societies and even commercial banks can contribute substantially towards rural development. Youth clubs and Mahila Mandals are also important voluntary agencies which should be brought into the picture. In various areas there will be other voluntary organisations which can also be made part of the machinery for integrated rural development.

## CONCLUSION:

It is the partnership or co-operation between the bureaucracy and the non-official agencies which should generate the necessary vitality for developmental effort in the rural areas. A Block Development Committee in which non-officials are represented in ample measure, and which has an Officer like the Block Development Officer as its Chief Executive, can achieve remarkable results. The Block Development Officers should be adequately trained in generalist, co-ordinating, functions.

It is the complete involvement of the people themselves which is the most vital factor in integrated rural development. After all, national development cannot be achieved through peremptory orders issued from the top echelons of Government; but only by the dedicated effort of all the citizens.

# Integrated Rural Development- People's Participation

**N. E. S. Raghavachari I. C. S. (Retd.)**

There were various schemes of Rural Development in India prior to the First Five Year Plan such as F. L. Brayne's experiments in Gurgaon District of the Punjab, Rural Development Scheme in Baroda State, the Sarvodaya Scheme in Bombay and the Firka Development Scheme in Madras. However, the first attempt on a National Scale for a comprehensive plan for rural development throughout the country came with the Community Project Programme inaugurated in 1952 and extended in stages to cover the entire country.

There were three basic concepts inherent in the scheme viz, area development, co-ordination of development departments and people's participation. Right from the beginning it was realised that no development programme for the rural areas would succeed without the active participation of the people concerned. The slogan at that time was it was not a 'Government programme with people's participation' but a 'people's programme with Government participation.' The Grow More Food Committee which recommended the introduction of this Nation wide programme recommended that a direct link should be forged between the extension and the administrative organisations and that existing administrative machinery should be transformed into a welfare agency. The block was to be the lowest administrative-cum-development block.

The launching of such an ambitious programme created several administrative problems. I propose to deal with some of these.

In the first instance it was soon realised that mere availability of funds did not help in carrying out a development programme. The necessary administrative machinery had to be created and the co-operation of the various development departments had to be obtained. Administrative procedures had to be modified and lastly the necessary people's organisations had to be created so that these could come forward to meet the people's share of the various works programmes.

The Balwant Rai Mehta Committee was appointed by the Government of India in 1956 to study among other things, the contents of the Community Development Programme and to report on the system, organisation and methods of work adopted for the implementation of the programme, coordination between the various departments and bringing in greater speed in the despatch of business. The committee was also asked to enquire into the pattern of existing district administration and suggest its re-organisation, so that by stages determined in advance, democratic bodies at higher levels and organically linked with Village Panchayats would take over the entire general administration and development the district or its sub-division, with the exception of certain fields like law and order and administration of justice. The Committee submitted its report in November, 1957.

The committee observed that one of the least successful aspects of the Community Development and National Extension Service programme was its attempt to evoke popular initiative. The programme in development work had achieved good results in providing amenities like village roads, school buildings, drinking water wells, etc. But it was soon realised that it was not capable of meeting fully even the basic needs of all villages and more significantly it failed to generate momentum in the field of economic development. The

Committee noticed that attempts made to harness local initiative by the formation of adhoc bodies which were mostly nominated and advisory in character had not been succeeded. These bodies had given no indication of either durable strength or leadership necessary to provide the motive force for continuing the improvement of economic and social conditions in rural areas. It, therefore, came to the conclusion that -

"So long as we do not discover or create a representative and democratic institution, which will supply the local interest, supervision and care necessary to ensure that expenditure of money upon local objects conforms with the needs and wishes of the locality, invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field of development". The Committee recommended the establishment of bodies at three levels. At the village level would be the Village Panchayats. At the block level there would be a Panchayat Samiti, to be indirectly elected by the Village Panchayats with some representation for municipalities and co-operative organisations within the block. This body is to be assigned specific functions and specific items of revenue. At the District level there is to be a co-ordinating body called the Zila Parishad which will consist of the President of Panchayat Samities, members of the State Legislature and parliament and all district level officers of the development departments as members with the Collectors as its Chairmen.

It will be observed that the recommendation for a three tier system of Panchayati Raj laid emphasis on the middle level body, viz. the Panchayat Samiti as the effective body for rural development. The committee felt that the purpose of democratic decentralisation would be most effectively served by devolving power on a small body. It however left it open to the States

to transfer power to bodies at District or Sub-Divisional level.

The implementation of the recommendations varied in different States. In Tamil Nadu the scheme was more or less in line with the Committee's recommendations. The Panchayat Samiti or the Panchayat Union Council as it is known in Tamil Nadu has been given the necessary finance and certain powers for implementing schemes of rural development. The block level development staff have been placed at its disposal and the B. D. O. acts as the Chief Executive Officer of the body. Certain safeguards have been introduced to prevent abuse of power. The District Development Council is purely a co-ordinating body. In Maharashtra and Gujarat, the body responsible for development is the Zila Parishad at the District level. The Block level bodies are only committees of the District body. A senior I. A. S. Officer is its Chief Executive Officer. The staff at District level and below of the development departments have been transferred to the Zila Parishad. While most other States have followed the Madras pattern of an advisory and coordinating body and supervisory body at District level, in Andhra Pradesh, Uttar Pradesh, West Bengal and Bihar certain executive functions have been entrusted to the Zila Parishad. Kerala is yet to pass the necessary legislation and Orissa abolished the Zila Parishad in 1968.

When the implementation of the recommendations of the Committee was under consideration some of the Development Commissioners had grave doubts about the wisdom of giving wide powers to democratic bodies as past experience in this regard had not been satisfactory. There was the possibility of abuses especially in personnel administration in the matter of transfers and promotions. Factions might develop among the members which would adversely affect the pace of development.

In reply it was pointed out that these defects were inherent in any system of democratic administration. The country having adopted the democratic system at the National and State level, such defects were possible at these levels also. On the other hand such defects in a body administering a small area would soon come into the open and the members would have to be more sensitive to local opinion than members elected to State or National level bodies. It was also argued that the local bodies would act as a training ground in administration to members seeking election to the higher level bodies, so that in course of time these higher bodies would have members with experience in administration. In implementing the recommendations each State has introduced such safeguards as it considered necessary and the working of these bodies is constantly reviewed. Some of these reviews have shown a few cases of abuse of power. In some States it was found that the teachers of primary schools were frequently transferred at the whim of the President of the Zila Parishad or the Panchayat Samiti. In a few cases political factions have sprung up, seriously affecting administration. On the other hand quite a few Presidents of Panchayat Samiti have earned such good name that it is said the area M. L. A.'s are jealous of their popularity. On the whole the abuses follow more or less the same pattern as likely abuses at the State level and if the State Government is a stable one and is sufficiently vigilant, prompt corrective action can be taken.

It is pertinent to note here one important consequence of Panchayat Raj. It has helped to preserve the integrity of the Community Development Programme. This was one important consideration in favour of Panchayati Raj. Once Panchayati Raj bodies are established and given certain powers they develop a vested interest in their acti-

vities, and Ministers and even Legislature would find it difficult to withdraw such power.

Though the programme has been formulated on a National Scale under a centrally evolved pattern there have been variations between states owing to the different conditions prevailing in each State. But there has been substantial progress in rural development in all the States during the twenty years since the Community Development Programme was launched.

One of the objectives of Community Development is to ensure people's participation in developmental programmes, while, in a sense, participation of people's representative has been brought about by the introduction of Panchayati Raj Institutions, it is difficult to say that even after twenty years, the rural population at large have any sense of participation in the programme. No doubt enterprising and well-to-do cultivators have reaped the benefit of the programme by getting loans and timely supplies of fertilisers and seeds, but the weaker section of the rural community like Harijans, and Agricultural labourers have practically been unaffected by the Programme.

Since the launching of the 20 Point Programme in 1975, there is a growing awareness among policy makers and administrators that the weaker sections of the rural community should advance substantially in the economic and social fields, if the nation as a whole is to move forward. True, it is the middle levels in rural areas have made substantial advances, but the march forward of the lowest levels has been painfully slow with the result that the gap between the two has widened. It is now realised that such a widening gap and the resulting frustration among the weaker sections could pose a threat to the economic and social stability of the nation. It is this realisation which has led to a sudden spurt in welfare measures for the weaker sections.

How do we make these measures a success? in the



past, we have been content with assessing results by the impact on large groups. Thus we would say that there has been a 10% increase in agricultural production in a village and come to the conclusion that there has been a corresponding benefit not only to the village as a whole but to every individual family in it. Now we know that this benefit has passed only to some and that there are others left untouched by this progress. Therefore, we should aim at an individual approach to every family.

An individual approach is not such an easy thing when we think of the very large numbers involved. Enlisting the active cooperation of only the members of a Panchayat is not of much help, even if it is forthcoming. It would be necessary to organise in each village large body of voluntary social workers, particularly from among the youth of the village. Such workers will then have to be given suitable instruction as to facilities available from Governmental and semi-Governmental agencies and nationalised banks. Each one may then be made responsible for 10 or 20 families. The objective is not only to improve the economic conditions of each family but also its social development especially in regard to such matters as education, health, size of the family, environmental sanitation, etc. Education will not be of the formal type, but what is known as these days as "non-formal education" that is, besides ensuring that they do not forget the 3 R's already learnt, (those who have never been to school will have to be taught the 3 R's namely reading, writing and arithmetic) they will have to be given basic knowledge of environmental sanitation, population problems, nutrition, etc. Arrangements will have to be made for a medical checkup of each member of the family particularly the children. Immunisation facilities should be organised on a systematic basis and advice given on inexpensive nutritious food. In addition the people should be made aware of facilities for house sites, construction of houses

and self employment available from Government and other sources. The voluntary workers should try to help the people to avail themselves of these facilities.

In this connection, I would suggest the utilisation of student power. College students are these days expected to do some social service. College boys and girls could be organised into groups, each group adopting a village or part of one, if the village is a large one. When the group goes to the village adopted by it, it will be able to enlist the co-operation of the youth of the village. The combined college and village youth can then organise a study of the problems of the individual families and then tackle them. This individual approach will ensure that all the families in the village progress.

This is a very opportune time to try this approach. There is an increasing awareness among various circles, politicians, economists, industrialists, bankers and educationists that concrete action should be taken to ensure the economic and social development of the weaker sections of the rural community. Manpower is available in the form of youth from the urban and rural communities. Finance is available from Government and other sources. What is now required is to take advantage of all these facilities and organise a positive programme for the weaker sections of the population so that there is an all round development of the rural areas.

# **Integrated Rural Development and Development Administration**

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1. In a country of India's size and population, which is heavily dependant on agriculture for its supplies of food for consumption and of raw materials for industry and exports, what happens to our rural agrarian economy will set the pace for everything else. Social and economic stability, and in turn political processes, have their origin, development and death in the material balances after meeting the minimum requirements of the population. Basically, therefore, the problems of growth and development of Indian Society are rooted in the existing social and economic power structure in India's Villages. It is important to recognise that there are no simple solutions to them. They can only be resolved through a deep and abiding social change which in the last analysis is one of cultural and structural revolution.

2. In any design for living for the masses in India, an integrated pattern of growth has to be forged as an instrument for welfare which is innovative in size and scale of operation. No country today, except perhaps the Peoples' Republic of China, can come anywhere near India in terms of numbers of human beings to be benefited. The central purpose of any integrated rural development programme is the elimination of dehumanising poverty. In any integrated programme of rural development it should be necessary to provide productive employment for all those who are seeking work related to their talents and skills and within the rural society in which they currently reside.

3. India's destitutes must, at long last, be the beneficiaries of the growth strategies which should ensure a minimum stable income, access to modern health care, sanitation and basic education. After our failure to reduce poverty and squalor over the last thirty years, these goals may seem rather idealistic and grandiose but they are still intensely practical. They require no more than a doubling of the real national income in ten years.

4. Three fourths of the new accelerated growth necessary to achieve the above goals, is to come from agriculture and rural development activities. This will involve stepping up the rate of rural growth from a base of three per cent to six per cent and industry growth rate from the current 7 per cent average to 9 per cent average in the next ten years. The strategy is basically rural-land reform ensuring land to actual tillers of the soil, water management, intensive and optimum cropping pattern, modern agronomic practices supplemented with a balanced animal husbandry programme giving an adequate supply of milk and milk products, mutton and eggs. In this design of living for rural India, jobs are created in agriculture, industry and essential social services like health, housing and rural works.

5. The average growth rate of 3 per cent of the last 30 years will have to be raised to six per cent in the next 10 years in Indian agriculture if we have to successfully conduct the battle against poverty and destitution. The doubling of total agricultural production is definitely within the realms of achievement. The contributing factors are integrated irrigation policies, Command Area Development Programmes, and Marginal and Small Farmer Programmes. These are the prime movers of the strategy to raise agricultural income by 80 per cent above what it is today. Also there is need to effect better income distribution and employment opportunities.

6. Land Development programmes have to be taken up as a comprehensive plan providing for rational layout and designs for water courses, field channels, drains and farm roads. There should be conservation of both soil and water, apart from the utilisation of irrigation potential of both surface water and underground water. The existing pumpsets and tube wells could be fully tapped. Side by side, there should be increased use of chemical fertilisers and better farm management.

7. The SFDA strategies provide a viable programme by which small farmers can benefit significantly. They should be expanded to cover all backward districts who represent a degree of destitution in terms of the number of persons falling below the poverty line. There should also be diversification of agricultural occupation and introduction of more and more non-farming activity for landless agricultural labourers. A policy for credit for small farmers without resort to money lenders should be adequately enunciated and implemented.

8. There has been a steady addition to the large backlog of unemployment and under employment in the economy. Since a major part of our plan investment has been spent on capital intensive projects in the form of basic and heavy industries, and power and irrigation projects, growth in employment opportunities have not kept pace with employment requirements of the exploding labour force. Special rural employment programmes have to be drawn up. Agriculture sector, for many decades to come, will have to provide the major share of employment in terms of numbers and also in terms of higher wages. This can be done only if agriculture productivity per hectare increases and value per unit of agricultural produce rises and output per capita of agricultural labour increases. Further, it will be

necessary to accept wider application of Science and Technology in agriculture. There is need for continuous research on problems of selective mechanisation of agriculture which is capable of creating more jobs than it will eliminate by enabling the farmers to spread work over all the seasons and take to a more intensive cropping. It is, therefore, necessary to design and develop new agricultural machinery and implements suited to local conditions. Technological innovations of this order will call for complementary changes in farming practices and processing of produce. This will cast on the universities and other teaching and research institutions a social responsibility to undertake intensive research studies for development of appropriate technologies in different fields of agriculture.

9. The relevant technology should be such as to stimulate economic growth by making optimum use of available resources. It should enable the mass of the population to share the benefits and not just a privileged few. It should be made clear that rejection of advanced technologies, wherever they are useful, is not advocated. They certainly have an important contribution to make in certain areas and circumstances. For developing technologies that are location specific, the Scientists and technicians of the State or the region will have to play a productive role. In the development of such appropriate technologies and their large scale transfer to local uses, the indigenous intelligentsia can achieve considerable results through multi-purpose and inter-disciplinary research institutes providing a variety of services including production technology, processing, marketing and managerial skills.

10. Integrated rural development may be defined as total development of the area and the different strata of society by bringing about the necessary institutional and

attitudinal changes and through the establishment of the required social infrastructure with the ultimate objective of improving the quality and tenor of life in the rural areas-

11. The experience of Planning in the last 25 years has highlighted serious shortcomings endemic to the existing planning progress. There was no serious attempt to relate the process of economic development and planning to resource endowments and needs of the Village and Panchayat. The result was that we could not tap potentialities of the region for the growth and development in terms of increased agricultural production, development of minor irrigation, small scale industries, development of Manpower and Resource Mobilisation. In short we did much less than what we could. Planning to be effective, has to be Planning from below as against centralised planning from above. This would mean effective involvement of people at all stages of plan formulation and implementation.

12. The situation in India is not exactly congenial to rapid development and social change. Loyalties of large groups of our people are very often with feudal associations and symbols. Economic, administrative and even political decisions cannot be taken always on rational grounds. Consequently the process of administration is hampered at every stage by outmoded sociological considerations and habits of thought which die hard in a conventional society.

13. Administration in any modern concept of the term is not administration of rules only but administration of things. When the rate of pace of growth are fast there is a built-in obsolescence in every segment or level of life. Groups, individuals and a lot of machinery get out of date and thus render themselves irrelevant to growth in any positive sense. Scientists and even administrators



who have no political interest are by definition interested in freedom. They are concerned for the freedom of their own research and decision-making rights. Academicians cherish the privilege of unhampered investigation and teaching while the administrator should be currently informed of the inner spirit of the developing science and the dialectical process of growth implicit in a dying order. In that sense we should think of science as the intellectual force that challenges traditional authority and a lot of conventional wisdom that goes around as gospel truth. We should not forget that the inner spirit of science is one of freedom and the process of scientific enquiry require freedom. Therefore political influence on science and administration must be in the direction of the enlargement of the freedom of the many even when it involves limitation or curtailment of the freedom of the privileged few

14. In an ideal sense it should be so. But that is like saying that since the spirit of morality and religion is one of love, it must always be in the direction of charity and peace! Historical experience any how suggests that there is a fallacy in this statement. Once religion or ideology committed to these ideals are organised into mammoth associations of human beings they do not always conform to their ideals. So scientists and administrators seem to be able to accommodate themselves to political process that destroy freedom and become apologists of the theory which provide the rationale of such systems. It is on record in our society and abroad that scientists now are highly sophisticated in their disciplines are quite capable of supporting authoritarianism and inhumanity and thus are antipeople.

15. Scientists in a free democratic society have to be clearly committed to the cause of freedom and, therefore, the duty is cast on them to increase the spirit of



Independence and open criticism within the framework of the available free institution. But a serious danger has to be guarded against. Wherever science tries to become a unified and authoritative system of thought guiding all types of actions, it is likely to degenerate into a rationalisation of a will to power rather than a valid intellectual discipline. In a country like ours we have yet to establish the essentials of human freedom destroying in its pursuit the iron grip of caste hierarchy and the almost tribal value systems engendered by it, before science can become a powerful creative force in society. Science in India can have a chance to flourish and develop only after a deep-rooted cultural revolution in both intellectual and social affairs is ushered in by the politician who is uncompromisingly committed to social change. We should not be tempted to entrust our administrators with unlimited authority based on the doctrine of the popular faith in science. It should be made clear that science alone, without intellectual checks and balances, provided by other social disciplines, will not fortify a political order against those temptations to use power to force man to be free. Though science has given mankind greater certainty of knowledge, it has gained that certainty by renouncing concern for purpose that must remain at the heart of politics and administration in both their practice and their theory. The maintenance of privileges of private property or defence of the prerogatives of several segments of society in the present day sociological context will be one of the most fundamental threats to freedom. It will be ridiculous to think that the natural sciences can extend their domain over other forms of learning. Those who are trained in natural sciences or social sciences or even other cultural pursuits will have the social responsibility to familiarise themselves with what happens in the other branches of science than his own so that one increases one's

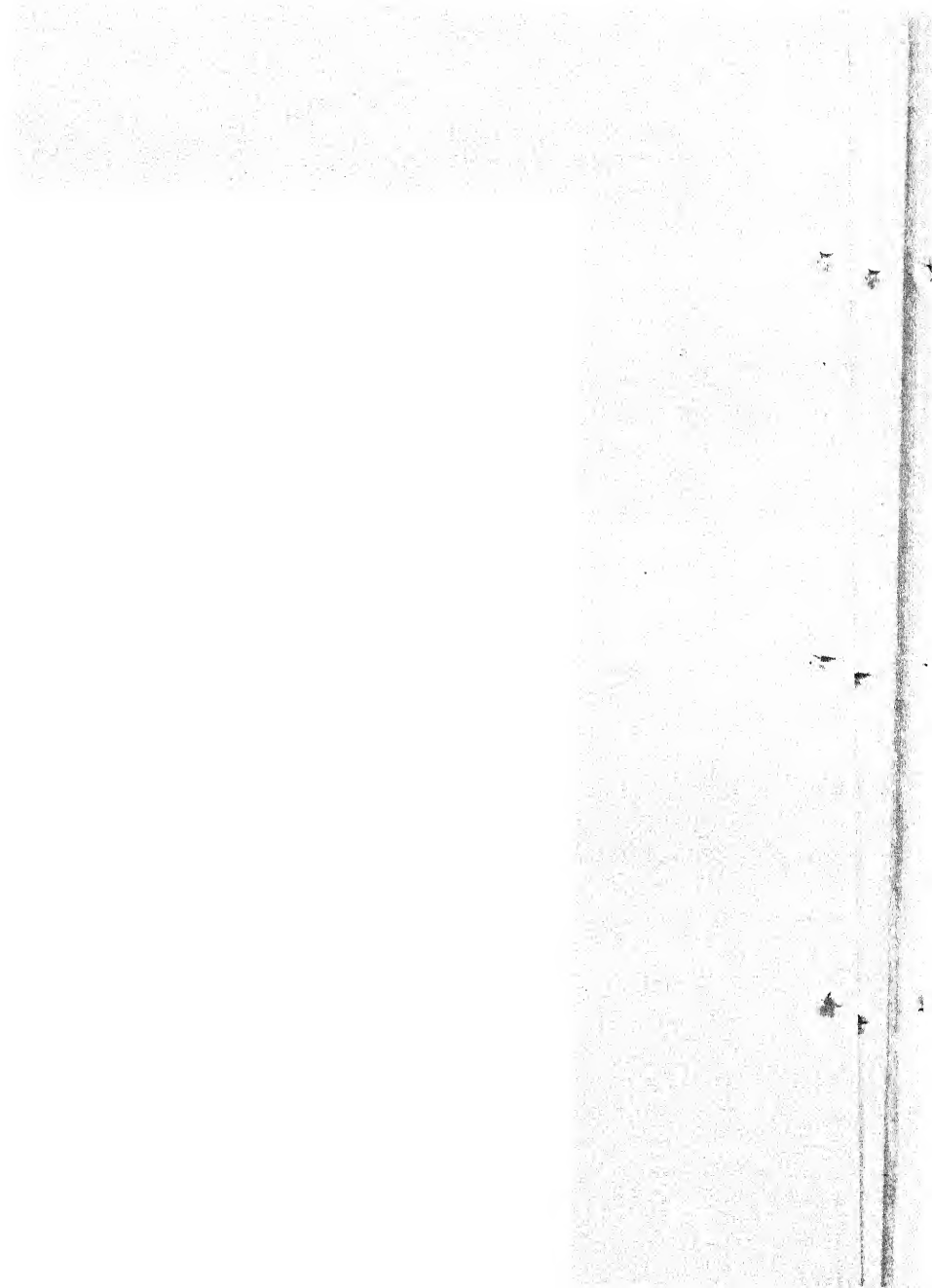
usefulness and respect for team-work which alone can make administrator's freedom in politics and the politician's ability to control technology and science in a responsible manner depend on the assumption that modern science and a healthy attitude to science can influence our political ends as well as our administrative and scientific means.

16. Science has a profound influence on the way we all think about ends and means and the values and the social system will have to accommodate themselves to that fact. In politics ends and values are those purposes and policy judgements on the basis of which politicians in a free democratic system have to be responsible to the electorate, and, obviously, science, more so because a scientific attitude has a profound effect on the ways in which a political and administrative system makes its most important choices.

17. Modern administration therefore has to be a function of an inter-action between an informed politician and a trained administrator. To the extent the former lacks the necessary information and the latter is out of date and irrelevant and lacks the necessary training, the minimum basis for an efficient administration cannot be assured. Science has to supply much of the great body of factual knowledge that we must agree on, if our arguments about choices that are open to us are to be conducted on some rational and orderly basis. Such an arrangement will, of course, sweep away superstitions that paralyse administrative and political responsibility. It will open up new opportunities and new possibilities for co-operation and thus make the concept of a public interest more meaningful though at the same time more complicated and difficult to define. It is impossible, therefore, to expect either science or scientifically trained administrators not to be deeply involved in the major issues that confront a modern Government.

18. Developing science should constantly inform a changing administration. The scientific community, the administrators and the politicians need to develop the clearest possible idea of the working rules that govern their relationships. If science is involved in policy, then we must expect that level of science to be built up in our midst which can solve our problems. The politicians and the administrators must train themselves to base their decisions on the findings of science. The sooner we realise that science has condemned this generation to live in a world of rapid social change, and that we may have to get used to a system that does not operate according to absolute rules of fixed procedures the better for all of us. We should adjust ourselves to meet new conditions in a world that we do not expect to become perfect in the predicable future. Perhaps a nation can be free only if it is not in too great a hurry to become perfect. If only we can induce our scientists to play an active role in Government and our administrators and politicians to take a sympathetic interest in science, can we enlarge our range of positive freedom and renew our confidence in the welfare of mankind. The Establishment in India has definitely gone out of date. If it does not put up a continuous struggle to regain its links with modern Society and its motive force, this Establishment cannot perform its appointed task and thus command any degree of prestige among the people.

19. Wanted in India is a relevant social philosophy. There is not explicit doctrine or theory behind Indian development strategy today. Time was when India could borrow ideas on economic matters from abroad. We will have to develop a growing sense of pride and self-confidence. The habit of looking abroad for authority and ideology will have to be given up for good.



# Integrated Rural Development-Problems

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1. The predominant share of rural population in the total population of India will continue for many a decade. The distribution of Indian villages according to population is as follows:-

Number of villages with,

a)	less than	200	176,384	31.2%	} 83%
b)	between	200-499	173,184	30.7%	
c)	"	500-999	119,197	21.1%	
d)	"	1000-1999	65,309	11.6%	} 27%
e)	"	2000-4999	26,475	4.7%	
f)	"	5000-9999	3,396	0.6%	
g)	10,000 and above.		773	0.1%	

Total No. of inhabited villages.	564,718	100
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It can be seen from the above that smaller villages predominate the rural area, exceptions being Kerala and Madras where the villages are comparatively bigger. But in most States villages with population less than 1000 account for over 80% of the total. This will raise a primary and fundamental problem, whether the small villages can be taken as a unit for investment and development programmes. For instance, take the education programme. "Single room" schools have been made the basic minimum need and each small village without any school should get a one room school building. In this one room school building there is only one teacher, The "first standard" students numbering say 15 sit facing one wall, the "second standard" students numbering around 12 or so face another wall and so on and the one teacher "teaches" all these "standards" upto third or fourth. One can imagine what kind of teaching is done in these

schools. Instead, if four such small villages are grouped into one unit and one four room school building is built with four teachers, much better qualitative work can be done with lesser cost.

2. Similarly, regarding drinking water wells, it is impossible to give every small village a protected water supply system. But it is possible for a bigger grouping of villages to get viable water supply system under the N. R. W. S. Same can be said about roads. The investment required to provide a "metal-road" to every small village is prohibitive, whereas to serve a larger number of persons such roads can be built and the percapita cost will be less.

If the villages with very small populations are taken as units of planning one gets lost in their large number and total investment is spread too thin on too many villages to be of any effect.

3. In China for instance, the commune is taken as the unit of rural planning and agricultural production. Maria Antonietta Macciocchi in her *Daily life in "Revolutionary China"* gives some details of a "New China" commune north of Canton. In this commune the area under cultivation is 85,000 mou or 12,000 acres of which 8,000 acres are cultivated with paddy. There are 13,000 families with a population of 61,500 people. It is divided into 31 production brigades with 326 production teams. Organised in 1958, it has built three Reservoirs and dug a 48 mile irrigation canal. It has 68 tractors, 120 rice planting machines, 354 seeding machines and 1000 harvesters. It has built 4000 new houses. It has set up seven factories and 12 Agricultural enterprises for making pork, bamboo, nuts, edible oils, bricks, stone quarry, and lime carbonate. There is one Hospital and in addition two "barefoot Doctors" are attached to each production team. It has a primary school, middle school and Senior Middle School. It has 14,000 bicycles and 2000 sewing

machines. The productivity in food-grains is 1700 to 2000 pounds per mou or 50 quintals per acre. The Commune's income is divided in this way. 27% to the construction fund, 10% to the common interest fund, 11% to the State as Agricultural Tax and the balance among themselves. Each month a family may earn about 130 yuan or so, making 1600 yuan a year. The computing of a family's work is done twice a year, in summer and at the end of the year, according to the principle "to each according to his work". Then points count for one yuan. The husband in the family in this commune earns 10 points, wife 9.2 and daughter 8.5 points a day. Prior to the revolution the productivity was 450 pounds a mou or 12 quintals per acre.

4. Such is the integrated structure of a new rural organisation in a country which also has an ancient civilisation, a colonial past and a large population. Hence, any purposeful and massive integrated development can take place only with some structural changes. Even in the existing set up attempts should be made seriously to bring about changes. In an Indian village the basically required items of necessities are food, clothing, literacy and basic medical facilities. It is possible to achieve these by labour and ideology.

Any LDC has as capital only labour and this has to be put to use. It is a common sight in any village, when a government jeep comes and halts, within seconds about twenty or so able-bodied persons gather. This unemployed labour force has to be used in large number in digging wells, reservoirs, dams, to increase productivity of land. The P. W. D. usually goes in for more and more mechanization and machines. It is possible to organise work with more and more labour. It is possible to sink a large number of wells where underground water potential,

exists by an organisation like the well sinking department of the former Nizam Government of Hyderabad State. Constant revision of district scheduled of rates is only to help contractors and the unholy alliance between P.W.D. and contractors will land all our plans as contractors plans with little benefit to the rural poor. Even land reforms will not be of much help to the rural poor who are mostly landless or farmers dependant upon rain. Employment of large labour force in every kind of irrigation project will alone increase agricultural production significantly.

5. Adult illiteracy is an important reason for the apathy and lack of ambition of the villager. The Panchayats can do a lot in increasing the literacy in rural area. By paying an honorarium of about Rs. 50/- a month to a school teacher for about 4 months a minimum of 25 villagers can be made literate through night-classes. The expenditure to a Panchayat in a year will be only Rs. 600 and 75 persons will be made literate at a per capita cost of Rs. 8/-. If a person is made literate, very often it will make him more self-respecting, more discontented, more aware of his own potential. It is for this reason that whenever there is a Communist takeover, a literacy programme is taken up at once by the party as in South Vietnam.

6. Every village must have a workable public loud-speaker system and this should be used for all public announcements to start with. The potentiality of radio is immense and it is possible to increase the political consciousness of the rural folk by allowing all ideological debates to be heard by them regularly. At present the politicians go to villages only on the eve of elections and during election time there is only alliances and no ideology. Political education is a continuous affair in a democracy and if the villagers are to understand and be aware of participation, use of Rural Radio is essential.



7. Health hazards increase in a situation of under-nutrition as the power of resistance becomes weaker. One of the main reasons for rural indebtedness is the illness of the villager. While there is earned leave, casual leave, sick leave, ESI etc., for the town-labourers and employees, the agricultural labourer gets his wage only if he works physically. The Government Doctors do not stay or visit villages. In India health services exist only in urban area. Villagers who have no money to come to town have to go without any medical facility. One may get a callous satisfaction by arguing that this has made the villager more immune to many an ordinary disease but one should observe that while the villager does not die at once because of such lack of medical facility, he lingers on passing to a visibly old age prematurely. With sunken cheeks and emaciated body, a villager of 40 often looks 50 and more. The Chinese Communes have been tackling this problem by creating "barefoot doctors". These are not doctors from town without shoes. Every commune selects at the rate of two Young persons for one production team and sends them for training to the Hospital for two to three years. They do not spend the entire period away from the commune. They keep on shuttling between the Hospital and commune even during the training period, lest they develop "revisionist tendency" of looking down upon the commune people. What is required in the rural India is a large number of such "barefoot doctors" who can diagnose an ordinary fever and give ordinary basic medicines. Instead we have a policy of having more specialists and electrocardiographs, so that, the over-fed can be kept alive longer.

8. In any case, the problems of rural India cannot have a continuous association with villages. Educated persons and bureaucrats should visit and stay in villages frequently. Only by walking in the village and talking

to the villagers can one know the reality of the rural problems. There were in the past a set of public men calling themselves "Social workers" living in the villages regularly coming to towns and meeting the bureaucrats and keeping them informed of what is going on in the villages. But, such "Social workers" no longer stay in villages. The tendency is to get political recognition in the higher levels of hierarchy and get introduced at the lower levels. If this continues, even the political decision makers will no longer know the villages first hand. Their civil servants will have to draw upon their knowledge of villages as they knew them 10 or 15 years back. With such combination, it is doubtful whether the problems of rural area will be even comprehended fully, leave alone an integrated rural development can be attempted.

# **INTEGRATED ACT ON RURAL DEVELOPMENT**

**M. Subbayan**

**Director of Panchayats, Kerala**

Rural Development has been receiving the attention of the Government for a long time. The new economic programme introduced by our Prime Minister, really generated great enthusiasm among the rural public and it has imparted a new momentum to national development. Integrated rural development gives more emphasis to the socio-economic uplift of the poor, particularly in the rural areas. The present programme sets out concrete lines of action and programme of development which are being pursued with a sense of urgency and with clear cut time schedule. The programme opens up opportunities for attempting the balanced and integrated pattern of resource use. The emphasis is towards harnessing the potential of science and technology for the optimum use of all our natural resources including human, animal etc., for eradicating poverty from the rural areas.

Hitherto-fore programme of rural development was formulated with a fragmented and compartmentalised approach and the implementation was made from "top down" and in an inflexible way.

The present day requirements demand that implementation of rural development should be more comprehensive and fundamental. It should mean the systematic, scientific and integrated use of all natural resources and as part of this process, enabling every person to engage himself in a productive and socially useful occupation and earn an income that would meet at least the basic minimum needs.

The main objectives of this integrated rural development programme may be summarised as follows:

**1. Full employment of labour and physical resources:** This is to mean millions of unemployed in our villages are drawn to the main stream of economic activity in well conceived programmes of improved production and productivity. It is also to put our land resources to rational use by applying scientific methods and to increase the out put of essential food crops.

**2. Agro industrial complexes:** The present agricultural occupation will not engage all the 75 millions unemployed throughout the year. This is because the land-man ratio in many parts of the country is already such that engaging more workers become unproductive. Therefore these workers will have to be given jobs in non-agricultural pursuits. This in turn may have to be based on the processing of agricultural raw materials.

**3. Minimum productivity standards:** Land and water should be utilised to get maximum out put. We can no longer afford the luxury of indifferent and inefficient use.

**4. Minimum standards of performance of public agency:** Corresponding to the above obligation of the owners of land and users of water public and private agencies that are expected to provide the essential facilities and services to the producers should also undertake to function on the basis of the guaranteed norms of efficiency and integrity.

**5. Scientific approach to Agriculture:** Old habits of thought and action among the rural mass should change. This change of mind can be effected only through a combination of economic incentives and mass education. This will lead to inculcation of scientific temper

among the masses, which will help to improve their performance and also their mental make up. This will reflect in their every day life. This will help them fight not only superstitions and disease but also social and economic operation.

The broad outlines of this programme have been laid and we have to find out the new approach to this. One of our principal objectives today is to reach out the fruits of development to those sections of the population who have so far benefited only marginally from development. Government and voluntary organisations have to work for the redressal of the difficulties of this neglected sections.

Emancipation of rural poor has been declared as the objective of National Policy: Integrated rural development programmes should be to achieve this target.

In Kerala, institutions like Panchayats and co-operatives can provide the inspiration and the leadership for changing the environment in which millions of our rural people live. People's participation can be organised by them.

The programme of integrated rural development requires a high degree of organisation, administration and co-ordination between different agencies and developments working in the Villages. Increase of agricultural productivity demands the integration or co-ordination of all the technical know-how available at the village from different departments. People's participation which is an important factor of all the agricultural and allied activities can be provided by the institutions like Panchayats and co-operatives. The voluntary organisations can also participate in providing more leadership to the rural masses. The Panchayats in Kerala are now capable of mobilising the rural people for the implementation of these various development projects. The past experience

of implementation of various development schemes revealed that there is failure in some areas due to the lack of co-operation of departmental agencies. It is also found that wherever there is understanding and co-operation between the implementing departments and the Panchayats - the schemes were successfully implemented. There should be some machinery at the village level to co-ordinate the activities of the implementing departments and the local self governing units. The Panchayats being elected bodies, they may be entrusted with the responsibility to provide the infrastructure for each development programme. If technological expertise is available with departments, that can be extended to the villages so that the technical advice and assistance are made available at the spot. It is a known fact that the remote control of these activities at the village will not yield good results.

Even for improving agricultural productivity the agriculturists will require the assistance of those in the agricultural department, in the irrigation department etc. But if the local authority of the local Panchayats are made responsible for the implementation of certain agricultural programme then there should be an arrangement to make available the technical assistance when it is required by them. For every integrated rural development programme there should be an integrated development plan and it should be for a district. But the district plans need not be from the top. It should be a plan from below. At the level of district and below there should be a plan formulating authority and also all the implementing agencies should be pooled at the district level. With the help of the local leadership and the Panchayats these programmes can be implemented.

Much propaganda, education, demonstration, and mobilisation are required at the local level. For this kind

of work the local Panchayats, in collaboration with the appropriate publicity agents of the implementing department are found to be the most suitable agency. The plans should be prepared by the experts who can formulate concrete projects and guide in implementing them. The officials of the various departments who are responsible for the implementation of such programme should co-ordinate their activities with the local Panchayats and organisations, available at that level.

In the case of integrated development of rural areas, instead of taking up various development programme in isolation, there is necessity for adopting a comprehensive approach involving various activities to develop that area viz., improvement of water distribution and drainage system the execution of land levelling and land shaping work. There will be an unified organisation so far as departments of irrigation, agriculture, soil conversation and co-operation are concerned. There should be close liaison with the other departments dealing with the allied programmes. There should be financial organisations or societies such as land development boards, service co-operatives etc., for meeting the requirement of funds for the various farm activities. There should also be proper arrangements for execution on behalf of the beneficiaries. To fullfill this herculean task we require effective and concerted effort with a well built set up of an integrated organisation. Political leaders, technical experts, well disciplined cadres, enlightened officials are the necessary requirements.

To quote Mr. C. Subramaniam : A programme of this scope and magnitude cannot be popularised and made effective by any single organisation or body of men. It will call for a consortium approach. With a number of mutually reinforcing components acting in concert.



The first impulse may have to come at the socio-political level, through propaganda, education, demonstration and mobilisation. A broad-based rural action-programme on a sustained basis is inconceivable without the political element playing this crucial role.

**Role of Experts :** The other component is the scientific and technological component. The experts will need to identify themselves with the requirements of such a programme and work in close touch with the masses. It is they who can help in formulating concrete projects and guide in implementing them. To the Indian, way of thinking, the "expert" and the "cadre" are not constituents competing for supremacy, through a process of elimination or subordination. On the contrary, we need to synthesize these two potent agents of change and to use them together to subserve larger national purpose.

**Role of officials :** The third and purely official element is a necessary adjunct and lubricant. It is useful in attending to various matters of detail, co-ordination and communication. By itself, however, it is unlikely to provide the inspiration or the leadership for changing the milieu in which millions of the rural poor live and toil. That lead must emanate from socio-political sources, particularly in the initial stages.

These three elements, supplementing and complementing each other must learn to assemble and work together at sufficiently local levels, if they are to make an impact on the local population. This objective cannot be achieved through remote control or impersonal communication.

**Trial and Experimentation :** The task is difficult and the process will by no means be easy. There are many matters of detail to be considered. But we can learn



only through trial and error. Let us make a beginning this year in a sufficient number of centres so that we may gain the experience and the insight that will be invaluable in developing a nation-wide programme in the years to follow".

With these words, I submit the paper before this Seminar.

## **PART III**

### **SUMMARY OF DISCUSSIONS**

## **Report of Group No. I On Integrated Rural Development - Peoples Participation :**

The group discussed the paper on "Integrated Rural Development - Peoples Participation" by Sri. N. E. S. Raghavachari I. C. S. (Retired) which is an exquisite narration of the historical growth of the need for people's participation and the Panchayat Raj bodies and the attendant problems of the present day felt needs. The group is in full agreement with the views ably expressed in this paper by an experienced Administrator.

It was felt that there should be active participation of the people and people's organisation at the stage of ascertaining the felt needs of the people and the area, at the time of formulating programmes and projects for a particular village or area, and also during the course of implementation of the development programmes. It was also felt that sufficient safeguards should be built up so as to ensure the involvement of weaker sections in general and the scheduled castes and scheduled tribes in particular. It is highly desirable that Panchayat Raj Bodies also should have persons who are dedicated to the service of the people and who are sympathetic towards the problems of their less fortunate brethren in the villages. Adequate representation should be provided to the representatives of the weaker sections so that they can express their felt needs at appropriate levels of planning and implementation of development programmes. In the panchayat Raj bodies, there should be a middle tier Panchayat Raj body with statutory powers.

The group discussed the various aspects of the organisational co-ordination at different levels and the

grouping tendency towards disintegration from the Community Development Organisation at the taluk level and sectoral approach to the rural problems which should be prevented. The departmental programmes should be formulated after ascertaining the felt needs of the people and the area from the Panchayat Raj Bodies. The Administrative machinery procedures, tools and techniques should be simplified so as to avoid delays and speed up the process of implementation. Officials connected with the rural development programmes should be given proper orientation training so that they respond to the felt needs and aspiration of the rural people.

Departmental approach and watertight compartmentalisation of sectoral programmes is not conducive to integrated Rural Development. All development departments should work in a team spirit at the taluk and district level in particular with a sense of co-ordination and dedication. Deputing a junior to the co-ordination committee meetings instead of the officer concerned attending such meetings is a common example of departmental non-co-operation and departmentalisation. Step motherly attitude in giving administrative sanctions or delays in clearing the schemes of special projects where a departmental programme, is a component sector of the scheme, is another specific example. Thus Integrated Rural Development calls for an integrated or group approach as against departmental or sectoral approach.

Organisational infrastructure already built up such as village panchayats, Community Development Panchayat Samities or Taluk Development Boards and District Development councils etc. and other organisations such as youth clubs Mahila Mandals Scouts and Guides, Bharata Sevak Samaj etc. should be strengthened wherever necessary instead of setting up entirely new agencies or

parallel organisations for integrated rural development. It is also felt by the group that all the programmes of Rural Development irrespective of the department through which they are implemented should be planned, implemented and evaluated with the full participation of the Panchayat Raj bodies.

The involvement of the voluntary organisations in rural development is felt equally important. All development Departments should entrust beneficial schemes to all such agencies who could do better liaison work with the public. The students should also be involved in rural development and made to associate with the village youth in tackling the problems of the individual families in the villages. There should be a constant review of the working of the programmes and necessary modifications should be made as and when necessary. The group felt that wherever the Panchayatiraj bodies have not been functioning effectively they should be given statutory powers so that peoples participation becomes a reality.

## **REPORT OF GROUP II**

1. The Group was of the view that for evolving a scientific programme for integrated rural development, there should be identification of local resources, removal of obstacles for utilisation of resources preparation of a plan of action and provision of necessary institutional arrangements.

2. After discussions the Group unanimously resolved to make the following recommendations :-

- (1) The basic unit of development should be the Panchayats which should be considered as Development Centres.
- (2) Identification of resources in the Panchayat like land and manpower should be done by a Development Group consisting of representatives of the Panchayat, volunteers of social and economic organisations and Development Departments of Government at the Panchayat level.
- (3) The group identified the major obstacles to proper utilisation of resources as lack of commitment towards development on the part of the bureaucracy, lack of adequate powers for the Panchayat, paucity of financial resources, lack of social awareness on the part of people, fatalism, illiteracy and poverty.
- (4) After identifying the available resources and analysing the obstacles to their utilisation a plan of action should be prepared for the panchayat by a District Planning Unit under the

guidance and control of the State Planning Board.

- (5) The implementing agency for schemes of an essentially local character requiring people's participation should be the panchayat which should be matched with necessary powers, responsibility and resources for the purpose.
- (6) Both for identification of resources and for implementation of schemes at the panchayat level Development Squads may be constituted consisting of 10 to 15 persons representing local talents drawn from the panchayat area. The Squads may consist of teachers, students, social workers, doctors, engineers and the like.

3. In discussing the issues and formulating its recommendations the Group had the benefit of the presence of Dr. P. K. Gopalakrishnan, Secretary, Planning Department and occasional guidance by Shri R. N. Haldipur, Director, Indian Institute of Public Administration, New Delhi.

## **GROUP - III**

### **FINDINGS AND RECOMMENDATIONS**

1. The Group was assigned the paper entitled 'Integrated Rural Development - Problems' presented in the seminar by V. Balasubramaniam. The paper was prepared against the background of author's experiences on the working of Panchayat Raj institutions in the State of Karnataka. A three tier system consisting of Zilla Parishads, elected Taluk Boards and Village Panchayats constitute the P. R. System in Karnataka. Experience has shown that Village panchayats dominated by the traditional leadership stood in the way of implementing progressive measures which impinged on their interests like land reforms which bring the fruits of development to the weaker sections of the society. In many cases the civil servants who are entrusted with the implementation of these programmes in collusion with the vested interests in the villages scuttled the programmes, wittingly or unwittingly.

2. Considering the smallness of the size of the villages (nearly a third of them having a population or less than 200) it would be extremely costly to take social amenities of sufficient quality like schools, drinking water supply health care etc. Because of this non-viability the quality of service rendered at present is extremely poor. It would therefore be necessary to regroup them into viable units. He has shown how such regrouping of villages into communes helped China to achieve all round progress of the rural areas such as increases in productivity and income; and maximum utilisation of the material and human resources of the community. He thus pleaded for structural changes in the rural organisation to bring about integrated rural development.



3. The basic requirements of a village have been identified as food, clothing, shelter, education and health. It is argued that the objectives can be achieved only through the full utilisation of the unused human labour resources for productive purposes. In every development activity maximum labour should be utilised and only under unavoidable circumstance machinery be used. Middlemen should be eliminated in the execution of projects.

4. Apathy and lack of ambition have to be overcome by a multipronged attack on illiteracy through various adult literacy programmes for which the panchayat should take a lead. The rural people has to be educated including political ideologies through mass media.

5. Rural people have to be given a health cover for which trained workers in basic health who can treat common ailments instead of getting trained highly sophisticated health facilities. In conclusion the paper emphasised the need for continuous rapport with the rural people on the part of development officials, politicians and social workers.

6. The paper was discussed against background of the theme of the seminar viz. Integrated Rural Development - Some Administrative problems and suggested solutions. The contents of key note address and the other papers presented in the seminar formed the basis of the discussion.

7. The group at the very outset attempted to define the scope and meaning of integrated rural development so as to serve as a frame of reference in its deliberations. Development as a process was differentiated from welfare measures. Development seen as a self generating and self sustaining process utilising the resources of the community both physical and human. Integrated rural development should be attempted on the basis of local by

available resources, aim at the optimum utilisation of the resources, enable provide economic opportunities which are self-sustaining and self-generating, and the fruits of development should reach all sections of the society especially the socially and economically weaker sections of the community.

8. The group attempted to analyse the efforts made in the past towards integrated rural development through Community Development, Panchayati Raj institutions Intensive Agricultural District Programme, Drought Prone Area Programme etc. But all these efforts did not help to solve the basic problems of the rural areas Viz poverty and ignorance and many cases has resulted in accentuating tensions and sharpening the distortions. In the prevailing conditions of ownership of the means of production, especially land (not only the land surface but water and other land related resources) and highly stratified hierarchial social system symbolised in the caste system it is difficult to reach the fruits of development to people to whom it is meant for. Most of the programmes for development are based on the development of land and hence people who had land, appropriated the benefits while the vast masses of landless peasants, rural artisans and such other sections were largely left out of the development effort. The social barriers Integrated rural development is not merely a problem of transference of technology and programme administration could not be overcome to reach programmes to whom it was intended. Therefore a socio-economic transformation is a necessary condition for the Integrated Rural Development. That however does not exclude any possibility of improvement. Still much can be done. However the group wanted to draw attention to the limitations and focuss attention to the reasons for past failures.

9. Two major factors which inhibited the progress has been the (1) inability to break the barriers which prevented the administration from reaching the programmes to sections to which it is intended. and (2) inadequacies in commitment on the part of the bureaucracy which was entrusted with the task of implementation. Existence of social barriers prevented the weaker sections from taking advantage of the progressive measures especially which attempted to alter the power structure and resource balance such as land reforms. Such barrier's can be broken only by demonstrating that the governmental machinery would stand solidly behind them. A sympathetic approach on the part of the law and order machinery can go a long way in instilling confidence among them. Apart from that the mass media should be fully used in taking the programmes to the people.

10. Bureaucracy is essentially a part of the society. They can not therefore be free from the ethos and value systems of the society in which they live. While recognising the need for creating a commitment biased towards protecting the interests of the weaker sections of the society, the commitment of the political leadership to their ideal can not be divorced. We have seen that in areas where such commitment is strong the bureaucracy has not lagged behind in translating their ideals.

11. The key element in integrated rural development is the optimum use of local resources. Therefore preparation of an inventory of resources, formulation of appropriate programmes for the use of these resources, designing the necessary instrumentalities such as policy measures, legislative support, implementation machinery are important facets. Participation and involvement of the people especially the beneficiaries should be ensured at all stages including the programme formulation. This

can be ensured only if the whole process is decentralised and democratised. Considering the homogeneity of resource endowments, dispersal of competent technical personnel it was felt that Community Development Block could be the unit for planning. The resource survey could be organised at this level but the actual conduct could be taken up on the basis of panchayats involving all the grass root functionaries of the agencies and departments of the government and voluntary organisations. Development programmes could be formulated at the block level.

12. The designing of an apparatus for IRD is a crucial input. The group recognised the basic differences inherent in the administrative apparatus suited for law and order administration and development on the other. The administrative theories of single line of command and hierarchical set up are not relevant in the context of development. A new style of functioning of the administrative apparatus has to be evolved. It should be task oriented rather than discipline or department oriented. Rural development is such that no single agency by itself can accomplish. The development of the resources of farmer family is multi-faceted. Though one agency might be the principal instrument the involvement of other agencies are necessary. Therefore co-ordination and monitoring assumes the key elements. Integration at activity level and out of departments are to be sought for. The identity of the participants could be maintained. Past attempts at bringing co-ordination has not succeeded in any large measure. In fact whatever apparatus was built up at the level of community development block was gradually dismantled.

The following are some of the suggestions.

1. Co-ordination has to be attempted on the basis of Programmes.
2. The role of each participant should

be clearly defined and responsibility fixed. 3. A mechanism has to be built up to monitor programme implementation and review. 4. Accountability must be established through administrative and legislative measures. 5. A system of mutual dependence of the departments and agencies has to be involved. (There should be a balance between on the one hand departments which have considerable prestige inherited for historic reasons and ability to dispense patronage and newer departments which are engaged in development work. In fact the failure to involve these departments and fall in line has been largely responsible for bring about desired co-ordination in development efforts.) Lack of involvement and commitment on the part of certain public sector undertaking whose role in development is extremely critical is another major impediment.

The attempt to co-ordinate tribal development work is a valuable experience. A system is gradually being evolved.

Participation of the of the people in IRD is a vital element. But participation can be mobilised only if the tangible benefits are demonstrated. Hence a beneficiary wise approach to participation should be attempted.

Given the present ownership pattern of the resource endowments it would not be possible to fully absorb the man power available though technically it is possible. Even there is a limit to the creation of community assets and hence limits to the absorption of human labour.

## GROUP IV

This group discussed the problems of integrated development at the panchayat level. The discussions were mainly based on the paper entitled "Integrated Act or Rural Development" presented by Shri. M. Subbayan.

The group took the view that integrated development would imply a plan of action for the integrated utilisation of the available material and human resources of a region for the common good. The discussions attempted to suggest certain essential steps for evolving an effective system of integrated rural development, under the existing socio-economic and political order.

It is recognised that the essential steps in the formulation of an integrated plan for a region are (i) identification of the resource endowments of the region, assessment of the development potential and the needs of the people and (ii) the effective participation of the people both in the formulation and implementation of plans which can be ensured only if the people prepare their own plans. The group therefore made the following recommendations.

- 1) Keeping in view the objectives laid down the Panchayat should be the basic unit for planning, because that is the level at which there is an elected body functioning. The panchayat itself has an average population of about 25,000 and any larger unit will be unwieldy. In this context the group felt that the panchayats and revenue villages should be suitably reorganised to have the same geographical coverage.

- 2) Both plan formulation and plan implementation should be the responsibility of the Panchayat. The predominance of tiny and scattered agricultural holdings

in Kerala, the need to utilise institutional finance for development in the unorganised sectors and the necessity in the context of paucity of investible resources to step up the voluntary contributions of the public, call for the co-operative effort of the community in development activities. The group therefore, was of the strong view that the responsibility for organising these activities should be taken up by the elected representatives with the assistance of the concerned officials working in the area. It is, therefore, suggested that a Panchayat Planning Committee may be constituted consisting of the members of the panchayat, representatives of voluntary organisations, concerned Government officials and other knowledgeable citizens like school teachers. This committee should arrange a series of development discussions at the panchayat and ward levels and ascertain the resource endowments, the needs of the people and the development possibilities and should draw up proposals for the same. The officials on the Committee should assist in shaping these proposals into plan projects by supplying necessary technical details such as costs and benefits.

3) The sectors, subjects or activities which can be delegated to the panchayats should be very clearly demarcated. Preliminary assessment indicates then the development activities concerning Agriculture, Animal Husbandry, co-operative Fisheries, Irrigation, Health, Primary and Upper primary education Rural Industry and Land Reforms Housing Electricity ANP and cultural and other social activities.

4) It should be clearly understood that the officials concerned with these activities are under the functional control of the Panchayat Committee.

5) Delegation of powers, necessary to ensure that the proposals put forward by the elected representatives are implemented should be made.



6) The panchayats should be given a clear indication of the financial resources likely to be available to them from Government sources sufficiently in advance. Thereafter, they should take necessary measures to step up the investment from other sources.

7) The panchayat officials, the other officials in the area and voluntary associations should among themselves take up the responsibility of collecting and maintaining necessary statistics.

This procedure, it is hoped will in the existing circumstances, help in bringing about effective co-ordination of planned activities in the region.